California Journal

A MONTHLY DIGEST OF STATE GOVERNMENT AND POLITICS

Inside Reapportionment

State Parks Policy Reexamined

Penal Reform Legislation

Wild River Preservation Sought

Final (?) Budget Action

June - July 1971 in Review

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Editor's Note

This issue of *California Journal* has been somewhat delayed in order to enable us to provide full coverage of passage of the budget, an event which was delayed three days past the constitutionally-required June 30th deadline.

The next issue will be a combined July-August issue which will come out in late August. With the Legislature in recess the first three weeks of August and the pace of state government slowed by summer vacations, we hope to sneak in a quick vacation ourselves, the first since *California Journal* began publication 18 months ago.

* * *

The article on reapportionment contains a good deal of information which, for the benefit of the reader, we would like to be able to attribute to its source. And there are several people whom we would like to thank for their assistance. But reapportionment is a subject where the sources prefer to remain anonymous, and the best thank you we can give to the people who helped is to not mention them.

* * *

Three articles in this issue are the product of research and writing by UC Davis interns who have worked for us since January. The article on penal reform legislation was prepared by Diane Friedman who was also the author of an article in the April issue on Attorney General Evelle J. Younger. Diane graduated from Davis in June and is staying on as an intern with the *Journal* through the summer. Nick Chiulos researched the piece on the State Lands Commission. Nick has another year to go at Davis and is working this summer as an intern in the Lieutenant Governor's office. Ed St. John, who worked on the parks article, will return to Davis in the fall and will serve as student assistant to President Meyer. Both Ed and Nick did extensive work to finish up their projects after the formal internship ended. We are grateful to all our interns and to Davis for their assistance.

* * *

Ann B. Jenkins, a contributor to the *Journal* ever since we began, is leaving to move to San Francisco. She has faithfully compiled Reports and Calendar every month without ever missing a deadline and has authored half-a-dozen articles during this time including one to appear in the next issue. We will miss her.

* * *

Lou Cannon's Letter from Washington will not appear this month or in the next issue. Lou has taken a leave of absence from his position with Ridder Publications and from the *Journal* to research and write a book on Rep. Paul N. (Pete) McCloskey which will be published early next year by Dutton. He'll be back with us in the fall.

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Legislature Proposes, Governor Disposes In Final (?) Budget Action

Although final legislative action on the 1971-72 state budget required most of the month of June and the first three days of July, there were few surprises and little drama in the process. The last minute clashes between Senate and Assembly, sudden reversals by the executive or legislative branch, and much of the partisan rhetoric which have characterized final budget action in previous years were missing this year. Although the principal participants played out their roles to the last, they appeared to do so with full knowledge of how it would all turn out.

When the Governor had signed the new act, after using his "blue pencil" (item veto power) to cut some $503 million from the proposed appropriations, it seemed that the Legislature might better have given more of its attention to other matters over the past five months. In the end it was clear that Reagan had totally dominated the budget process throughout the session, and that there had been little that legislative leaders could do about it.

There were four principal facts that made it possible for the Governor to do this: his basic conviction that state government should, if anything, be reduced in size and scope; his intention not to agree to a tax increase other than that contained in the adoption of withholding; his consistent unwillingness to bargain with the Legislature on major fiscal issues; and, not the least important, his constitutional power to reduce or delete entirely any item of expenditure to which he is opposed. He was further strengthened by the belief (shared by many legislators, as well) that the public was behind him. In these circumstances the legislative leaders found they had no leverage on the budget and could do little to alter the course of events.

It remains to be seen, however, whether Reagan's extensive vetoes will give legislators another chance at portions of the budget. According to Legislative Analyst Alan Post, some of the cuts are either contrary to statutory obligations or throw costs back on local government, and "will be impossible to live with."

Assembly Version

The version on the budget bill which the Assembly approved by a vote of 55-18 June 19th totaled $7 billion, or nearly $275 million more than the Governor had initially requested. This put it out of balance (in excess of revenues) by at least $500 million. The major amounts added by the Assembly included: $116.9 million for civil service, UC, state college and judicial salary increases; $13.4 million in support funds for UC, $21.5 million for the state colleges and $3.4 million for the community colleges; $35.5 million for higher education capital outlay; $8 million for mental health; $3 million for pre-school, day care, and crippled children's services; and $22.9 million in other augmentations requested by the Governor.

Assembly Speaker Bob Moretti called it "a realistic, hold-the-line budget, recognizing increased costs for services and material, but little else." The powerful chairman of the Assembly Ways and Means Committee, Willie L. Brown Jr., called it a "humane document." The gap between expenditures and revenues could be closed, they said, by adoption of a "realistic" revenue program such as Brown's committee then had before it. Governor Reagan felt differently. "Our opponents have made it very clear in the Legislature," he said, "that they have been totally dedicated to the concept that the only solution to the problems in California is a gigantic tax increase."

Senate Goes Higher

The Senate version of the budget bill (SB 207) remained stalled in the Senate Finance Committee, lacking a majority vote, until June 23rd, when one Republican and one Democrat on the committee changed their votes from no to aye. The Senate bill, which went to the Senate floor and was then amended into the version sent over from the Assembly, provided for total spending of $7.26 billion, $248 million more than the Assembly proposed and $522 million above the Governor's original request.

The bill's chief author, Senate Finance Chairman Randolph Collier, acknowledged in floor debate that it would create an $832 million General Fund deficit but, he said, "In my opininon there isn't an unnecessary dollar to do one unnecessary thing in this budget." In addition to increasing funds for higher education and providing for a general salary increase, the Senate bill provided $100 million in new funds for the public schools and an additional $146 million for Medi-Cal.

As custom dictates, the Assembly promptly refused to concur in the Senate amendments, and the budget bill went to a conference committee to work out a compromise which the two houses could accept. The Senate members of the committee were Collier, Fred W. Marler Jr., and Stephen P. Teale. The Assembly members were Brown, Frank Lanterman, and Carley V. Porter, making two Democrats and one Republican from each house. Collier, Teale, Lanterman and Porter were all veterans in this assignment.

Because it was the Senate version of the budget bill which was before the conference committee, Collier, its author, directed the proceedings, in accordance with the joint rules of the two houses. Brown, aided by his

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own quick understanding of the issues and effective staff work, played a major role, but it was Collier who dominated the committee. As a consequence, the budget compromise spelled out in the conference committee's report, which was previewed by Republicans on July 1st and made public on July 2nd, was much closer to the Senate version than to the Assembly version.

Conference Adds More

The total budget approved by the conference committee amounted to $7.29 billion, $32 million more than the Senate version. Added to the Senate version were $3.1 million in Senate and Assembly support funds (which the Governor did not later veto), $1 million for state printing, $1.1 million for the Highway Patrol, $6 million for school lunches, $2 million for child care centers, $1.8 million for UC support, and $14.3 million for state college support. There were also numerous changes in capital outlay appropriations, including the deletion of several items which would have cancelled a number of previous UC capital outlay appropriations, with the result that the funds remain available for expenditure (and safe from the Governor's item veto).

In order to obtain assurance of sufficient Republican votes for passage, Brown was forced to give up budget language intended to make it impossible for the Governor to veto funds added for Educational Opportunity Programs for low income and minority students. Teale, however, succeeded in keeping in the bill language to extend the life of DeWitt State Hospital, which is in his district. (The Governor nevertheless vetoed this and other restrictive wording, labeling it an unconstitutional restraint on his veto power, which normally covers only appropriation amounts.)

The Senate was first to act on the conference report, approving it by a vote of 36-2. Although Marler had refused to sign the conference report, he did not urge fellow Republicans to vote against it. It was evident that Republicans in both houses had agreed to give the Democrats the votes they needed to send the budget bill to the Governor, with the understanding that the Governor would then cut it back to what he

(Continued on page 176)

SUMMARY OF GOVERNOR'S BUDGET ACT VETOES

State Salaries. Deleted all salary increase funds for state employees ($75.5 million for civil service, $39.1 million for UC and state college faculty, and $820,044 for judges).

Public Schools. Deleted $100 million in new state aid for schools; deleted $925,000 for mathematics improvement program; deleted $150,000 for master teacher program; reduced special reading program funds by $475,000 to $18.4 million; deleted $6 million in state school lunch funds; state library funds cut by $1 million to $800,000; textbook funds cut by $514,666 to $17.8 million; deleted $71,000 for summer vocational education programs.

Children's Services. Reduced children's centers funds by $2 million to $19.8 million; reduced assistance to counties for services for handicapped children by $1.2 million to $13.2 million.

Higher Education. Reduced state scholarship funds by $2.8 million to $20 million; reduced UC general operating funds by $10.7 million to $332 million; reduced special UC research by $34,800; deleted UC capital outlay funds of $13.2 million; reduced UC medical school support by $977,770 to $4 million; reduced state college support by $19.2 million to $315.7 million (faculty positions, $11.1 million; EOP, $2.5 million; other financial aid, $1.5 million; instructional television, $400,000; other, $5.2 million); deleted $6.9 million in state college construction funds; community college EOP reduced by $3.4 million to $4.3 million.

Medi-Cal. Reduced by $137.8 million to $597.1 million. County Option Program limit lowered from $65 million to $35 million.

Mental Hygiene. Department of Mental Hygiene support reduced by $1.9 million to $11.5 million; city and county mental retardation clinics reduced by $300,000 to $20.6 million; mental hospitals reduced by $3.5 million to $16.4 million; mental retardation program reduced by $502,000 to $84 million.

Corrections. Department of Corrections reduced by $800,000 to $105.8 million; Youth Authority reduced by $144,000 to $50.5 million.

Other. Highway Patrol reduced by $850,090 for uniform allowances to $131.6 million; HRD service centers (employment) reduced by $1.5 million to $3.7 million; Public Utilities Commission support reduced by $470,000 to $6.5 million; court administrative funds reduced by $351,000 to $8.4 million; Teachers' Retirement Fund cut by $78 million to $20 million; vocational rehabilitation programs reduced by $486,000 to $6.7 million; Department of Public Health reduced by $303,360 to $10 million; Department of Industrial Relations reduced by $1.2 million to $21.7 million; local flood control projects reduced by $500,000 to $4 million; various boards and commissions reduced by $327,636; miscellaneous other reductions, $707,151.

Budget Language. Deleted language authorizing mental hospital support funds only if all hospitals remain in operation; deleted language authorizing increase in welfare expenditures for increase in caseload or average costs; deleted language requiring Department of Corrections savings to be used to increase number of inmates in single cells.

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Growing Demand for Outdoor Recreation Forces Reexamination of State Park Policy

This is the first of a two-part series on state outdoor recreation policy and administration, focusing upon the state park system. The first part is intended to provide background essential to an understanding of the policy issues to be explored in the second part.

Making one last effort to save $6.8 million budgeted for the initial development of Point Mugu State Park, State Parks Director William Penn Mott Jr. warned the Senate Finance Committee members that by cutting the funds they could cause "the whole project to come to a screeching halt." Nothing could have pleased conservationists more. The legislative defeat for the Reagan administration's development plan for Point Mugu was perhaps the session's most clear-cut victory for conservationists.

Point Mugu, which lies at the western end of the Santa Monica Mountains in Los Angeles County, consists of some 6,500 acres of open, rolling grassland and 3.7 miles of ocean frontage which were acquired by the state in 1966 at a cost of $16.7 million. A year earlier, in asking the Legislature for the funds, Governor Edmund G. Brown said that the land "represents California's last chance to preserve a major natural area of state park quality near the densely populated Los Angeles area." To conservationists and others it is even more: it is an "irreplaceable resource" that includes the state's largest known native perennial Stipa grassland, a major archaeological site, and other features which make it as important to Southern California as the redwoods are to the North Coast.

Recreation Complex

In an effort to create within this area a major new recreational center for metropolitan Los Angeles, the State Department of Parks and Recreation drew up a master development plan to put on this land, with the aid of private concessionaires, a large swimming pool complex, a lodge, parking lots, conference facilities for 500 persons, grandstands and a ring for horse shows, commercial cabins, a motorcycle trail, and an indoor dance and movie hall. Although these facilities were to be concentrated on some 30 percent of the total park acreage, conservationists felt that they would destroy the Point Mugu land as it now exists. Moreover, they believed it would create a precedent for concentrated development on other state lands which would endanger the whole concept of the state park system.

From the time it was first introduced in 1970, the Point Mugu plan came under heavy attack from conservationists, who succeeded in winning modifications which eliminated some of its most objectionable features. When the plan came before the Legislature's fiscal committees for funding within the 1971-72 state budget, however, it remained, in the words of the Legislative Analyst, "the most expensive (development) project the state park system had ever planned to undertake." With few defenders outside the Department of Parks and Recreation, the plan was easily rejected by the Legislature. In finally passing the 1971 Budget Act, both houses agreed to delete $7 million requested for site and utility development for the park, leaving only $2 million for initial site development.

Conflict of Values

The Point Mugu controversy has been and remains important not as a single case study in state park development, but as a focal point for many of the major issues surrounding California's outdoor recreation policies. These policies have developed somewhat fitfully but without major controversy over the past century. In the past few years, however, a critical conflict of values has arisen, challenging their validity. This conflict stems, on the one hand, from rapid population growth, continuing affluence, and unprecedented demands for outdoor recreation, set against sharply rising costs of undeveloped lands, an increasing concern for the preservation of natural areas and "open spaces", and the growing ability of private organizations to focus public attention on specific controversies.

Out of this fray, which is far from over, will come a new set of outdoor recreation policies whose shape is as yet only dimly perceptible. But however the current conflict is resolved, it is clear that California is moving toward a new and more complex park program that little resembles what heretofore has been accepted. Whether it is as responsive to the needs and desires of all Californians remains to be seen.

Park History

The present state park system got its start in 1864 when President Lincoln signed an act of Congress transfering the areas known as the Yosemite Valley and the Mariposa Grove of Sierra Redwoods to the state of California. Although these lands were returned to the federal government in 1905 to be absorbed in the greater national park, they served to establish the concept of a public park system within California's boundaries.

The next important action came in the 1880's as a consequence of public concern for the preservation of the rapidly disappearing coastal redwoods. With the aid of several of the state's newspapers and a number of private organizations, a campaign was launched to place the redwood groves of the Big Basin area north of Santa Cruz inside a state park where they would be

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protected from any further logging. In 1902 this campaign resulted in the appropriation of $250,000 for the purchase of 3,500 acres at Big Basin, which became the state's first redwood park.

Over the next quarter of a century seven additional state parks and eleven state historic monuments were established, largely through the efforts of such organizations as the Save the Redwoods League, the California Landmarks Commission, and the Native Sons and Daughters of the Golden West. Included among the monuments acquired during this period were Sutter's Fort, Fort Ross, Mission San Francisco Solano, and Pio Pico Mansion. The Humboldt Redwoods, Del Norte Coast, and Richardson Grove State Parks were also acquired at this time.

Until 1927 management of the state parks and monuments was divided among a number of different state agencies. In that year the Legislature established a separate State Parks Commission and a Division of Parks within a new Department of Natural Resources. The Legislature also directed the new division to undertake a statewide survey of potential park sites and put a $6 million park bond issue on the next ballot.

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Federal and Local Outdoor Recreation Lands in California

The state beaches and parks are not, of course, the only outdoor recreational lands in California. Other public lands range from small city and county parks up through the vast national forests. In addition, there are numerous private lands and facilities which provide important recreational opportunities.

Federal Lands

The federal government is the largest recreational landlord in the state with some 41 million acres of land. The 21 **national forests,** administered by the U.S. Forest Service, make up the largest part of the federal holdings. They are available for camping, hiking, water sports, hunting, fishing, and swimming, as well as logging, mining and grazing. In many of the national forests camping is unrestricted, although developed and "primitive" camping areas are also provided.

The Forest Service also administers the federal **wilderness and primitive areas** of which there are some 2 million acres at present. Conservation and preservation are the principal objectives in the management of these areas, although the great increase in interest in backpacking in recent years has threatened to turn several wilderness areas into little more than large campgrounds during the summer months.

Preservation and protection are also important elements in the management of the **national parks** and **national monuments,** which are administered by the National Park Service. There are now five national parks in California, including the recently established Redwood National Park. There are also ten national monuments (e.g., Death Valley, Devil's Postpile, Channel Islands) and the slowly developing Point Reyes National Seashore.

The second largest classification of federal lands in California is the 15 million acres under the Bureau of Land Management. These lands are largely deserts, and, with a few notable exceptions, lightly used, but they nevertheless have a high recreational potential.

The Bureau of Reclamation and the Army Corps of Engineers have a role in recreation as builders and managers of water storage **reservoirs** which are also available for boating, fishing, swimming and water skiing. Finally, there are the 14 **national wildlife refuges** in California. The primary purpose of these refuges is to increase wildlife and to protect endangered species, but they also serve as wildlife observation areas with trails and picnic sites, and some permit fishing and hunting as well.

City and County Parks

Parks and beaches operated by city and county governments, and by special districts and public utilities, are by no means an insignificant source of outdoor recreational opportunity. Together cities and counties spent four times as much for current operations and twice as much for capital outlay as did the state in 1964. The largest suppliers of outdoor recreation are the City of Los Angeles, Los Angeles County and the City and County of San Francisco.

Unfortunately, there has been no statewide inventory of local park facilities published since 1964-65, and it is impossible to give any useful up-to-date measure of total park acreage, boating facilities, campgrounds, etc. provided by local government.

Private Recreation Lands

Lands and facilities owned by private corporations and individuals also add significantly to recreational opportunities. Marinas and launching facilities, private campgrounds, reservoirs belonging to private utilities, golf courses, hunting preserves, and winter sports areas provide many of the developed recreational facilities that Californians seek.

From time to time the state has explored various means of encouraging additional private development, both on and off public property, but has not hit upon any single device of real promise. This session the Legislature has before it a measure, SB 504 (Lagomarsino), to protect the property rights of private landowners who grant open use of their property to fishermen, hikers, picnickers, and others. A court decision last year threatened the availability of such land in a ruling which said that the public could not be barred from private property which remains open to the public for five years or more.

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Penal Reform Bills Offer Shorter Terms, More Rights as Rehabilitation Aid

The growing public mistrust of the effectiveness of large-scale confinement for persons with mental, legal, familial or other problems, which has brought about substantial changes in California mental health programs, is now beginning to force significant changes in the penal system as well. Critics of the present system, who have recently been joined by several legislators, argue that confinement behind prison walls has proven to effectively preclude the rehabilitation of those who become prisoners.

California's Department of Corrections, which has certainly built one of the nation's most advanced prison systems, claims that the rate of recidivism has been reduced from 45 percent in 1963 to 30 percent in 1971 through its work in rehabilitation and parole. Others who have studied the system argue, however, that the prisoners who are eventually released are often emotionally embittered and psychologically crippled to the extent that they are less rather than more able to participate within the rules of society as a result of their imprisonment.

One of the principal targets of current criticism is the Adult Authority, which since 1944 has administered California's indeterminate sentence law for adult males. This law, which itself has become the object of bitter attacks, particularly from acticulate former prisoners, was originally intended as a reform measure to enable the state to determine on a case by case basis when a prisoner has been rehabilitated sufficiently to return to the outside world.

An adult male convicted of a crime in a superior court receives a sentence with a maximum total duration and a minimum term to be served in an institution prior to parole, according to the category of offense. It is the responsibility of the Adult Authority to set (and reset) the prisoner's maximum sentence and to determine how much of the sentence is to be served in an institution before parole.

Burden of Proof

The principal change in this system advocated by current reformers is to shift the burden of proof from the prisoner to the Adult Authority in determining a prisoner's release to parole. At present, a prisoner must show that he has made sufficient progress towards rehabilitation before the Authority will parole him. Reformers want to switch the burden of proof to the Adult Authority which will have to parole an inmate unless it can show that he is not ready.

The chief vehicle for this change is AB 483 (Ryan and Karabian), successor to Assemblyman Craig Biddle's AB 1511 in 1970 and Assemblyman John Vasconcellos's AB 1269 in 1968. In revising the basic operating procedures and assumptions of the Adult Authority, AB 483 is also based on recommendations contained in several recent studies by Assembly committees including, *Deterrent Effects of Criminal Sanctions* (1968), *Preliminary Cost Analysis of the Criminal Justice System* (1968-1969), and *Order Out of Chaos* (1970).

AB 483 reduces the membership of the Adult Authority from nine to five and changes its duties to those of review and policy-making. It also requires the members include an attorney, a social scientist, an educator and an administrator experienced in the field, as well as the Director of Corrections who is to be the Authority's chairman. A professional civil service staff is to take over responsibility for hearing cases and making recommendations to the Authority, much as other state hearing officers do. In general the Authority is to delegate as much of its powers to hear and act on individual cases to this staff as possible.

Early Parole

The bill also provides that prisoners are to be paroled upon completion of the minimum term prescribed by law for the offense, except in the case of unusually "serious" offenses, habitual or dangerous criminals, parole violators and certain other circumstances. This provision stems from Assembly staff studies which indicate that the median time served by male felons has increased (now 3 years), despite evidence that larger sentences do not improve recidivism rates but do add to prison costs.

AB 483 also requires the Adult Authority to set a prisoner's maximum term much sooner than it now does, to spell out the reasons for its decisions in each case, and to notify all interested parties of a pending case. The last points are aimed at ending what critics believe to be too great reliance upon spot judgments of a highly subjective nature in determining a prisoner's fate.

The earlier fixing of a prisoner's term is intended to reduce the bleak uncertainty felt by many inmates who go for years without knowing how long they are to be imprisoned. It is also intended to aid the Department of Corrections in planning for rehabilitation and job training. Presently the Authority usually fixes a prisoner's sentence one month prior to expiration of the minimum term. If a prisoner is serving time for first degree burglary, for example, he may have to wait nearly 15 years (his minimum sentence) before his term will be set. AB 483 requires the Adult Authority to set terms by the twelfth month of imprison-

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ment for all persons sentenced for minimum terms of five years or less and by the thirtieth month for prisoners with minimum sentence of more than five years.

Strong Opposition

The bill passed the Assembly Criminal Justice and Ways and Means Committees and received a 46-17 vote on the Assembly floor July 1st, but its prospects remain doubtful. It is opposed by the Governor's office, the Department of Corrections, and the Adult Authority.

The Adult Authority is opposed to any significant change in its present responsibilities and charges that a system of early parole would seriously endanger the public. According to Joseph Spangler, administrative officer for the Adult Authority, the danger arises from the fact that the prison population is more violent than ever before as a result of an increase in crimes against the person and current programs which put only the more dangerous felons in prison. Herbert E. Ellingwood, Governor Reagan's Legal Affairs Secretary, states that there is still insufficient data to calculate the effects of some of the proposed reforms, and that the Governor will wait until all the studies are completed before supporting penal reform legislation.

Ellingwood referred to two federally-funded studies conducted under the auspices of the Citizens Joint Advisory Committee chaired by Assemblyman Craig Biddle and James Hall, head of the Human Relations Agency. One of these, a one-year study sponsored by the Board of Corrections, is to consider ways to increase the effectiveness of all penal programs and to reduce the incidence of crime and delinquency. It is to be released in July. The other study, a two-year Assembly project, will be a cost analysis of the criminal justice system. The Assembly study is under the direction of Robin Lamson of the Office of Research, and should be completed early next year.

Due Process

A second major objective of current penal reform legislation is to protect the rights of inmates by bringing the court process into the disciplinary, parole, and parole revocation proceedings.

Among the bills introduced this session to achieve this objective is AB 1180 by Assemblyman Frank Murphy, which gives paroled felons the right to a court hearing in parole revocation and provides that the Governor may not revoke paroles. It also encourages greater use of individual conditions of parole in each parole case.

AB 2706 (Sieroty) is intended to aid a parolee's legal case in revocation proceedings by requiring that charges against him be stated in writing. Another Sieroty bill, AB 2703, restricts the Adult Authority's power to refix a parolee's sentence after revoking his parole. The bill declares that once a person is paroled his term cannot be changed; if parole is revoked, the offender is to be returned to prison to finish up his original sentence.

The purpose of these bills, according to their author, is to give parolees a greater chance of having a full and fair hearing before the Adult Authority and to protect them from decisions made without regard to objective data. As with other penal reform legislation, the department and the authority feel these bills will only result in lengthy court proceedings and will unduly restrict the Adult Authority in carrying out its duties. Ellingwood says that in his view, "the present situation is humane and I really don't want to see the issue complicated by adding the courts."

Inmates' Rights

Prisoners in state institutions retain certain limited rights despite their incarceration. This year a number of bills have been introduced to clarify and expand those rights. Assemblyman Alan Sieroty has authored AB 2699, AB 2700 and ACA 65, which have become known as the "Inmates' Bill of Rights" and which repeal the "civil death" status of convicted felons and expand the basic rights provided to these prisoners. Presently the inmate has the right to send out sealed, confidential letters only to an attorney and public officials; the right to all written and artistic material he produces; the right to inherit real and personal property; and the right to purchase and receive periodicals and books which are not obscene or crime-related in nature. AB 2699 would clarify and expand these rights for state prisoners to include:

- the right to acquire and convey property while imprisoned,
- the right to initiate civil action,
- the right to mail and receive any number of letters from anyone,
- the right to use state-owned law books,
- the right to make a will, and
- the right to contract.

ACA 65 would add the right to vote. AB 2700 extends these rights to all those detained in city and county jails as well.

All three bills are opposed by the Governor's office on the grounds that they are premature and have no known relationship to recidivism rates. Another Assembly measure, AB 2063 (Karabian) allows prisoners two-day visits three times a year from persons on the inmate's approved visitation list. According to Assemblyman Karabian, "By depriving inmates of normal relationships, we have created institutions fostering sexual degeneracy, plagued by homosexuality and rape." A visitation program for wives and families of inmates has already been tried successfully at Chino and Tehachapi, but the Department of Corrections opposes AB 2063 because of its cost and because it feels the right of visitation should be limited to married inmates only.

Isolation

Two additional bills, SB 1610 (Dymally) and AB 2904 (Dunlap) attempt to safeguard the rights of pris-

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Conservationists Fight to Block Dam Builders on North Coast Rivers

"When the American pioneer discovered and began to develop California, some 120 years ago, this great state could boast 38 complete river systems. Today, the integrity of 35 of these river systems has been altered or destroyed, and only three remain — the Eel, the Trinity and the Klamath."

Freshman Senator Peter H. Behr, a former Marin County Supervisor and an ardent conservationist, uses this introduction to present a bill of his, an ambitious program to preserve the remaining three North Coast river systems in their natural, free-flowing state. His bill is to accomplish this by giving the main stems of the Eel, Trinity and Klamath, plus most of their major tributaries, protective status as wild, scenic or recreational rivers, free from the chains of dams which have changed the character of the other 35 river systems. Behr is joined in this effort by a coalition of fishermen, hunters, outdoorsmen, hikers, conservationists, architects and planners.

The United States Corps of Engineers, the United States Bureau of Reclamation, and the State Department of Water Resources have other plans for these rivers. Twenty major dams, which could provide an additional annual water yield of 12 million acre-feet, are being planned by these agencies. One of these proposed dams, the Dos Rios project on the Middle Fork of the Eel River, sparked a widespread public outcry two years ago when the state was on the verge of approving construction of the 730-foot high dam which would have flooded Mendocino County's Round Valley. Responding to the public protest, Governor Reagan vetoed the controversial project in May of 1969 and called for additional studies of alternative water sources.

Two Million

The campaign against the dam at Dos Rios did not end with the Governor's decision, however. Instead, the individuals and groups which had joined in that effort formed a new organization dedicated to preserving the North Coast rivers against damming so as to preserve the fish and wildlife, scenic, recreational, and historic values which might otherwise be lost only to provide flood control and more water for export to southern California. The organization, called the California Committee of Two Million, represents the spectrum of organizations supporting SB 107, the wild rivers bill authored by Behr and Senator Robert J. Lagomarsino.

The committee chairman, Joseph Paul, a Eureka-born, San Francisco businessman and sportsman, provides the emotional fuel for the campaign to save the rivers. "Surely," he says, "there must be for the children of our children some rivers remaining that begin in California's mountains and find their way to the sea without obstruction, and offer as they flow, serenity, beauty, joy, pleasure and recreation."

The Behr-Lagomarsino bill contains three basic provisions. First, it creates a state wild and scenic river system with the entire stretches of the Eel, Trinity and Klamath Rivers as the first components of the system. Second, it prohibits dams or other man-made impoundments on those rivers. Third, it directs the Secretary of Resources to prepare a river management plan and to classify each section of the three rivers as either "wild", "scenic" or "recreational". The classification is to be made primarily according to the degree of access to each river. A "wild" stream is to have foot trail access only, or a few minor roads; a "recreational" stream or section of stream may have extensive roads, trails and parking lots; in between are the "scenic" streams with foot trail and limited auto access. Other criteria for classification are the degree of development, proximity to urban areas, and recreational attributes of the rivers.

Collier's District

It is not without importance that the three rivers which Behr's bill would protect from development are located within the legislative district of the dean of the Senate, Randolph Collier. Collier, whose district runs from the Oregon border to Sonoma County, has not taken a position on the bill. However, it is clear that it was not introduced with his blessing and that it is a source of considerable controversy among North Coast residents. These facts are of prime concern to proponents of the measure, since the bill must pass through the Senate Finance Committee over which Collier presides as chairman. Yet, it is also evident that the legislative battle over the fate of the North Coast streams is far too important to a broad array of interests to be decided on the basis of the personal preferences of either the Senate's most senior member or one of its most recent arrivals.

The origin of this year's bill by Senators Behr and Lagomarsino dates back to congressional passage of the Wild and Scenic Rivers Act of 1968, (P.L. 90-542). That law established a national policy of identifying rivers which possess "outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values," and provided that such rivers "shall be preserved in free-flowing conditions, and that they and their immediate environs shall be

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protected for the benefits of enjoyment of present, and future generations."

In that same year the California Legislature enacted a bill, authored by Senator Lagomarsino, which authorized a $200,000 study by the Resources Agency to identify California rivers which might qualify for protection. The report of that study, published four months ago under the title of the Protected Waterways Plan, provides a list of rivers that — because of "extraordinary scenic, fishery, wildlife or recreation values" and the "imminence of proposed development" — merit priority action. Among those rivers listed, the entire lengths of the Eel, Trinity and Klamath received the highest rating as priority "A" rivers. Legislation is currently pending before Congress (H.R. 16854 introduced in April of 1970 by Congressman Jerome Waldie) to place the Eel, Trinity and Klamath within the federal system. Those who want to protect these rivers are fearful, however, that congressional action, if it comes, may be too late.

Constitutional Question

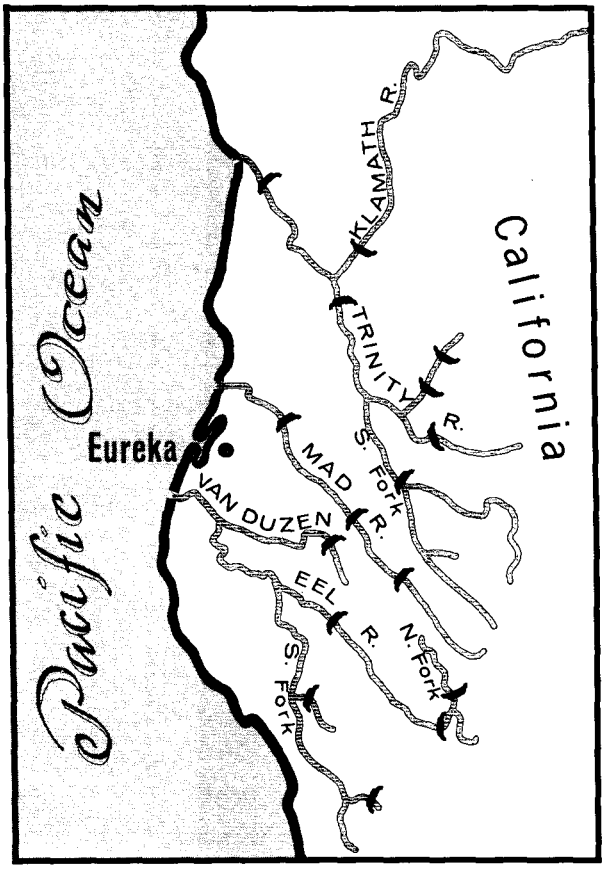
Historically, Californians have been acutely aware of the precious nature of their rivers and the importance of their waters for domestic, agricultural and industrial purposes. One of the guiding principles of state water policy is embodied in a section of the Constitution, adopted by the voters in 1928, which requires "that the water resources of the state be put to beneficial use to the fullest extent of which they are capable, and that the waste or unreasonable use . . . of water be prevented, and that conservation of such waters is to be exercised with a view to the reasonable and beneficial use thereof in the interest of the people and for the public welfare."

The constitutional mandate has been interpreted as authorization for the damming of rivers for a variety of purposes, including water export, flood control, and recreation. Now conservationists want to find out whether it may also serve as authorization for a policy of requiring certain rivers to be maintained in a free-flowing state. To the extent that free-flowing rivers are needed for and promote fish and wildlife, this would seem to be a "beneficial use," but the courts may still determine that such use is "waste" or "unreasonable" use of water and thereby unconstitutional. Thus SB 107, in effect, declares that preserving selected rivers in their free-flowing state is a beneficial use within the meaning of the Constitution.

Proponents of SB 107 contend that serious fish and wildlife losses follow the damming of a river and that the three rivers in question support fish and wildlife resources which are irreplaceable. For example, they say, the Klamath, Eel and Trinity, in that order, rank first, second and third in the catch of steelhead. The Eel and the Klamath also rank first and second in the production of silver salmon. Additionally, some of the largest deer herds in the state are dependent on feeding grounds that will be inundated if these rivers are dammed as planned.

Fish Losses

The export of water from these rivers, proponents say, will also cause serious losses of migratory fish in the areas where the water is transported. The State Department of Fish and Game has indicated that projects which export water southward to the Sacramento Valley may also endanger the anadromous (spawning) fish runs of the upper Sacramento River by boosting the already high flows from Shasta and Trinity dams.



According to the department's research, present flows in the river may be too high now for maximum king salmon spawning.

The reduction in fish population which often accompanies new dams has added to a growing public aversion to their construction. As an example of what can happen, a 1970 Department of Fish and Game count found only 160 mature steelhead at the Lewistown Mitigation Hatchery on the Trinity River. Prior to the construction of the Lewistown dam, the Trinity

(Continued on next page)

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had an average annual flow of 1,300,000 acre-feet of water; now only 147,000 acre-feet flow down its bed. For sixteen miles below the dam the stream is collecting tons of silt which are destroying the spawing grounds. Other examples are not difficult to find. The $2 million hatchery at Oroville Dam has lost 100 percent of its young steelhead and 90 percent (over one million) of its salmon population. Fifty dams on the Columbia River and its myriad tributaries changed that river in a few decades from a pure and prime salmon producer into what fisheries experts say is little more than a series of stagnant, fish-killing pools.

Water Project

The state's water planners, however, are most concerned about the way SB 107 affects their ability to continue to provide for construction of State Water Project facilities to meet local needs and to maintain the supplies of fresh water required in the Sacramento-San Joaquin Delta. When the voters approved the California Water Resources Bond Act of 1962, now known as the Burns-Porter Act, they expressly authorized the Department of Water Resources to develop dams and reservoirs in the watersheds of the Sacramento, Eel, Trinity, Mad, Van Duzen, and Klamath Rivers whenever the department determines such development is "necessary and desirable."

Although Burns-Porter bond funding capacity has been nearly exhausted, it is possible that a legislative prohibition against dams on any of the affected rivers could not stop the department from constructing additional facilities as provided in the act. The only effect of the legislative prohibition, if this were the case, would be as a directive to the department in the exercise of its discretion on the question of whether the development is "necessary and desirable."

New Facts

In a letter opposing SB 107, Secretary of Resources Norman B. "Ike" Livermore stated that the administration opposes the bill precisely because it is designed to stop all water projects on the North Coast rivers. "In November of 1968," Livermore wrote, "the Governor stated that the North Coast should be regarded as the water bank of California, allowing development of the water when the need arises." Proponents of SB 107, however, are relying on aid from an unexpected report released earlier this year by the Department of Water Resources to support their contention that the need for this water won't arise for at least 25 years.

In that report the department concludes that downward revisions in population projections and estimated future water needs per capita mean that "sufficient water is developed by those dams under construction, to satisfy most urban and irrigation needs for about two decades." The report came as a very welcome surprise to conservationists because it provided a "breathing spell" on planned development of new dams. As a result of the department's findings, proponents of dams on the North Coast rivers have had to look for other reasons to justify such projects as the English Ridge project on the Eel which would divert waters southward through Clear Lake.

Propoents of SB 107 further maintain that the need to dam up these last three major northern rivers has never been conclusively proven in any case. They contend for example that such dams as the Dos Rios project are intended to ship northern waters south for irrigation of agricultural areas where the federal government is paying high farm subsidies to keep thousands of acres idle. Ninety percent of the water to be produced by the Dos Rios project is to go for agriculture.

Legislature to Decide

One of the basic objectives of the Behr bill is to take responsibility for approving export dams on the Eel, Trinity and Klamath rivers away from the Department of Water Resources and return it to the Legislature. Once the legislation is enacted, placing these rivers in a wild and scenic rivers system, any future proposal to disturb their free-flowing character will require action by the Legislature, rather than an administrative decision of the department.

This is the feature of the bill which is vigorously challenged by those organizations which oppose it: The California Water Resources Association (CWRA), the Metropolitan Water District, the Irrigation Districts Association, and the Eel River Water Council. E. Henry Kloss, a director of CWRA and a Sacramento County Supervisor, said in an address before the California Water Commission that the state "simply cannot afford such a luxury" as SB 107. "There is absolutely no basis," Kloss said, "for jumping to the hasty conclusion that there no longer is a need to use water of the Klamath, Trinity and Eel River basins that now waste into the ocean, often after causing serious flooding. The State Water project itself would be placed in grave jeopardy by wild rivers legislation because the project ultimately will need about 700,000 acre-feet of water a year from northern sources to meet supply commitments."

Other estimates appear to refute this charge. The Metropolitan Water District, which as the largest contractor for water in the state supplies water to most the South Coast area of the state, has said that completion of the components of the water project currently under construction will satisfy its water needs possibly through the year 2020. The Department of Water Resources estimates are that supplies now in preparation will be sufficient to meet the state's needs through the year 1995. Further, the Department forecasts a 1,010 million acre-feet surplus of water to the South Coast area upon completion of the project. This estimate is based on the assumption that currently projected agricultural needs for water in the San Joaquin Valley, particularly in the area surrounding Tu-

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lare Basin, will be realized.

These revised projections of water needs, plus the statement of Water Resources director William Gianelli that the state now has a "breathng spell" to consider alternatives to the construction of export dams located on North Coast rivers, are used by SB 107 proponents to demonstrate that the passage of the bill will not adversely affect the State Water project.

This does not satisfy local advocates of additional water projects, however, C. Leland Rice, President of the Eel River Water Council and a Humboldt County supervisor, told the California Water Commission at its recent meeting in Eureka that the continued postponement of plans for development of the Eel "represents one huge cop-out." Rice said that the residents of the northern region believe the state is putting planning funds earmarked for work in the Eel River Basin into areas "where the climate is presumably less controversial."

"Instead of meeting forthrightly the problems posed by developments on the Eel," Rice said, "there seems to be a feeling that the best course is that which keeps quiescent the howls of a clamorous minority." Major water development in the Eel river region is the most economic source for a large-scale water supply, according to Rice, and the development "would provide badly needed benefits to our areas: flood control, diversity and improvement in fishing, creating jobs and a degree of economic stability, better and more diversified recreational opportunities and local water supplies."

Flood Protection

The question of flood protection poses the most serious problem for North Coast residents. The Eel in particular has a record of flooding, the two most devastating floods having occurred in 1955 and in 1964. The latter, which caused extensive property damage, particularly along the Eel's narrow gorge near the town of Scotia, is described by experts as a "100-year" flood. It resulted in millions of dollars of property damage as well as loss of lives.

Humboldt County supervisors have been divided over the pending wild rivers bill, principally over the issue of flood protection. At the first legislative hearing on the bill by the Senate Natural Resources and Wildlife committee, the board's chairman, Supervisor Don Peterson, said the county favored SB 107, but expressed concern about flood control on the Eel. He received assurances from Senator Behr that provision for adequate flood protection would be made. This month, however, the board reversed itself and adopted a resolution asking for exclusion of the Eel from the bill so as not to preclude the development of necessary flood protection dams. The position apparently represents a judgment that the river cannot be controlled without dams.

Earlier in testimony before the State Senate committee Supervisor Ray Peart had argued that "There is no way to justify the dams for flood control alone. Without water export benefits the dams are dead." Studies have been undertaken to explore other alternatives for flood protection, including levees. However, funds for a levee project have not been authorized by Congress, and levees alone are not sufficient. Other possibilities include temporary storage dams which control flood level drainage, but otherwise do not alter the free-flowing nature of the river.

Logging

The very real need for flood protection on the Eel is yearly becoming a greater problem despite the fact that the 1964 overflowing on the Eel's banks has been classified as a 100-year flood. Logging, the county's number one industry damages the natural watersheds of the rivers increasing the run-offs and the likelihood of flooding.

There is also concern among the North Coast residents, vigorously expressed editorially by Humboldt County's principal paper *The Times Standard* of Eureka, that the wild rivers bill will damage the economy of the county. It is primarily the fear of limitations on land available for commercial timber cutting, as well as restrictions on logging practices, that *The Times Standard* argues could "hamstring even further the area's lumber industry."

Although Senator Collier has not stated his position on SB 107, he had introduced a bill calling for a study and detailed waterway management plan for a number of rivers. Weaverville attorney Alfred Wilkins, chairman of the anti-dam North Coast Rivers Association, charges that Collier's bill is really a "ruse" to stall other bills that would keep dams off the Eel, Trinity and Klamath rivers. Noting that that Behr bill has been sitting in Senate Finance, which Collier heads, since May 24, Wilkins charged: "Concerned citizens fear that Collier is either sitting on the bill to suppress it or is trying to kill it."

Whether Collier is disposed to permit SB 107 to pass beyond the confines of his committee or not, it is clear that there are legitimate concerns within his district, particularly as to the question of flood protection on the Eel, which do not appear to be satisfactorily answered by the bill as currently written. Proponents are concerned that Collier could delay a hearing until it is too late for them to bring the bill to a vote and to address themselves to the concerns of Humboldt residents. That hearing if it occurs, will pose the most serious legislative test for the bill, which is not expected to have serious difficulty in the Assembly if it gets that far.

However, even if SB 107 passes through the Legislature there is still the possibility that the Governor will veto it to sustain the objections of his administration as to its anti-dam provisions.

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INTERVIEW

Charles Manatt Talks About Role, Effectiveness of State Democratic Party

Charles Manatt, an attorney, has been active in political campaigns for many years and served as Southern California chairman of the Tunney for Senate campaign last year. He was elected Democratic State Chairman in January. This interview was conducted in Sacramento earlier this month.

California Journal: It often has been argued that the parties are irrelevant in California politics, that the party structure is secondary, that individuals, especially statewide officials, run on their own, and that the party has a very minor role. Do you think that's true today, and if so are you working to change it?

Manatt: Yes, I'm working to change it. That's exactly the design Hiram Johnson put into effect 57 years ago this year, and he was very, very successful in accomplishing his mission. One change that we've made, of course, was the abolition of cross-filing. Now, 12 years or 13 years after that time, we're proposing additional changes to reform the structure, to get party organization in California more akin to that in Iowa, Nebraska, South Dakota, and many other states where there is no patronage and yet the grass roots organization exists in party structure. Congressional district conventions are held in those states to elect people to go to the state convention, and, in turn, there is a full involvement from the grass roots level up to and including the statewide level.

We have not had that in California where our state central committee has been strictly appointed by the incumbents and the nominees. There's been no brass ring that you can get your hand on in order to direct an involvement from the local level. What we're after with party reform is in fact getting a structure in which people throughout the state can be directly involved. We call it reform, we call it change, and it is. On the other hand, it is not something novel at all. Nationwide most states have the type of structure we're proposing to implement in California.

Journal: Among recent Democratic party leaders, who in your estimation has been most successful in providing the type of leadership required?

Manatt: It wouldn't be one person, it would be a combination of features in different chairmen. For concern for people and the involvement of a broadening segment within party activities, I look to my old boss, Paul Butler, who was the national chairman of the party in the late 50's and early 60's. As far as organizational techniques, and this sort of thing, I think I would include the party chairmen of some of the better organized states, which would include, of course, Michigan and, in the past, Ohio.

Journal: Within the party structure the last two chairmen clearly have been from the liberal wing of the party, and it's said that your election represents a move more toward the moderate wing of the party. Would that be an accurate description?

Manatt: Yes.

Journal: Most Democratic candidates for office don't rely on the state party for anything, except maybe to stay out of the way. Where does that leave you, and where does it leave the state party?

Manatt: Well, to begin with, in 1969 and 1970 it left me involved in trying to give leadership to a statewide campaign against the background that you've just described. It just highlighted in my mind, as an old party man and activist, the myriad of problems that the Democratic Party, as it's presently constituted, has in California. It just augmented my fervor for party reform, a restructuring of the party in such a way that a person, whether he's an old resident or a new resident of California, can find an official party structure and get involved in ongoing, precinct-oriented activities or issue conferences of the party. Also the new structure would give the party responsibility for providing funds to nominees for office and for giving candidates development assistance.

Journal: Opposition to those reforms has come, in part, from club leaders and from the chairman of the Los Angeles County Central Committee, Les Rivers. Why is that? What does their opposition represent?

Manatt: I think each man has a different view. Les Rivers' view is that the county central committee should have a stronger, more predominant role than it has in the estimate of most of us, and he thinks it can be a more effective campaign vehicle. There again, those of us who have had the chance to work, for example, on a statewide campaign, and have tried to organize something on a Los Angeles County basis, know it's almost unmanageable because it's too large. But if you organize it on a regional basis with a coordinator for two or three assembly districts in the different regions within Los Angeles County, you can have an effective and valuable campaign organization.

Hugo

Journal: Who should determine the party's policies, ideally? Should it be the party leaders or should it be the Democrats in the Legislature?

Manatt: It's a combination of both. Even under party reform, the incumbents, the members of the Legislature and Congress, have direct participation at the statewide convention. Certainly they will have

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direct participation in the Assembly and congressional district conventions. Once the people go through the elective process and are elected to the statewide executive committee, or as I prefer to call it, the state committee, which would be a smaller group under party reform than we have right now, those people should be in charge of the party responsibilities in consultation with the legislators.

Journal: Republican State Chairman Putnam Livermore recently attacked the Democrats for using paid precinct workers in the last election and for using legislative staff in the campaigns. He thought both of those were inappropriate and harmful to government and the parties. Do you care to comment?

Manatt: I think the fullest possible volunteer participation is what we need to have within the Democratic party. On the other hand I have seen both the Republican and Democratic party, on different occasions, either pay the expenses of party officials or, say, fly the Republican county central committee down from San Francisco to the Goldwater congressional district in the campaign in '69. These are fairly common examples in both parties. As far as paid workers in 1970, I don't know what he's talking about. My involvement was very deep in get-out-the-vote work in Los Angeles, and the vast majority of the apparatus we had around Southern California was a volunteer effort, manned by young people, women, and people from the labor unions.

As to the use of legislative staff, the occasions that I know of were campaigns that the legislative leadership was directly involved in. I see nothing at all wrong with partisan elected officials having people working with them in campaigns. I think that's what democracy is all about.

Journal: What is the distinction between the work of the legislative staff and the party's role in those races?

Manatt: I think it's a complementary role. In targeting in on Assembly district races, for example, the Assembly caucus will have perhaps five or six targets, and work in those areas can be supplemented by the party. I think the party has a broader responsibility to give the nominee who most people believe has relatively little chance of winning, financial support, some personnel support, training and manpower, and campaign management assistance which the party can directly offer to the candidate if the party is properly organized.

In preparing good, viable Assembly, Senate and congressional campaigns and candidates in each area right now and in getting some source of additional funding, hopefully through party dinners and events we are going to be having for all nominees, we will be preparing the organization for the presidential campaign itself.

We have given an open hand of equal assistance to all of the different presidential aspirants who have come into California, and frankly, I think it's fair to say that we could not be more pleased with the type of response all these men have given us. They've really been super.

Journal: What financial agreement, specifically, did you make with the presidential candidates with regard to their appearance at the Jefferson-Jackson day dinners in 1971?

Manatt: The agreement was that we asked the candidates not to have public fund-raising events in California in 1971, but said that, in turn, we certainly would understand if they had private fund-raising events. We also said that we needed direct party assistance in holding the regional Jefferson-Jackson day dinners, at which money would be raised for the presidential nominee's fund, and for two big dinners next fall to which we will invite out all of the aspirants.

These dinners are to raise money for the party, and all of that money will be sequestered into a trust account for use by nominees in 1972. In addition, the candidates have agreed to make appearances at events sponsored by the Chairman's Advisory Committee in the north and the United Democratic Finance Committee in the south, both in Los Angeles and in San Diego, and also a Chairman's Circle Group that we have in the south, which is for the younger, middle-level giver who gives a hundred dollars. That's the basic agreement.

Journal: Who decides who gets this money?

Manatt: The basic decision will be made by the northern and southern chairmen of the party and the state chairman, in consultation with the legislative and congressional leadership. The point here is that part of my campaign pledge in running for state chairman was to raise money for all nominees to whatever degree possible. So our funds will probably be distributed more equally in the sense that the nominee in the 80th Assembly District, if that's an incumbent Republican district, will get about as much as the nominee in the 42nd Assembly District who may be the Speaker of the Assembly or something like that.

Journal: Does any money stay in the local area after one of these dinners?

Manatt: Yes, half. The regional dinners basically have been set up so far by the county committees. The county committee in Fresno County, where Senator Muskie was a few weeks ago, kept half and the state committee received half.

Journal: Who do you see emerging as the Democratic nominee for Governor in 1974?

Manatt: Every time you go through the list you get in trouble. Senator Mills, Senator Moscone, Jerry Brown, Jerry Waldie, Martin Stone, Bob Moretti, that's six.

Journal: What are your personal plans for the future?

Manatt: I thoroughly enjoy my corporate law practice, I thoroughly enjoy politics, I thoroughly enjoy farming in Iowa, where I'm going this afternoon for about four or five days, and I thoroughly enjoy trying to play basketball and tennis and a lot of other things like that. As far as breadth of interest, I have a great deal of interest in politics, in corporate law, and in other areas as well. As far as my hope for a continued role in Democratic party matters, it is as a person active within the party structure trying to give some degree of leadership, both from the official position that I've got now and afterward, to the recruitment, training, motivation, and proper deployment of people who are Democrats who are committed to the concept of innovation and change.

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Legislature Struggles with Reapportionment Problems Behind the Scenes

Not only has 1971 so far been the quietest reapportionment year in memory, but the prospects are that when things finally do get rolling — probably not until early September — a relatively peaceful conclusion to a usually harsh battle will ensue. The key word is "relatively" because with personal political careers at stake, reapportionment is, by definition, a brutal process.

In January most observers of the legislative scene were confident that reapportionment would overshadow all the other major legislative issues, including the budget, taxes and welfare reform. Democratic legislative leaders made plans early in the session to try to get reapportionment out of the way before the usual June budget battle, but were worried that they might not be able to avoid the inevitable tangle of issues.

It has not turned out that way for several reasons. For one thing, the change in political control of the Senate and Assembly resulted in the new majority party having to start over in January on data collection which might otherwise have been done earlier. In addition, detailed census data, essential for district-by-district analysis, became available much later than expected. Finally, the Democratic leadership in both houses, and especially in the Assembly, has kept a tight lid on all details of the reapportioning. They have done so to forestall bargaining and jockeying both with the minority party and within their own caucus.

Informed legislative sources say that no new district lines have been drawn yet for the Assembly or the Senate, that in all probability legislators themselves will not see the first lines until after the August recess, and that the public will not see draft lines until after sufficient votes have been put together by the leadership to assure passage and possibly a veto override if necessary. This means that reapportionment is not likely to surface as an active issue until at least mid-September.

This does not mean, however, that individual legislators have put the matter out of their minds or that there is not a great deal going on behind the scenes in staff work and in the working out agreements on the general shape of district changes.

Building the Data-Base

A reapportionment of the California Legislature which takes all political factors into consideration is necessarily a very complex process. The first phase is to collect and organize the data necessary to make a sophisticated analysis of each existing and proposed new legislative district. There are two kinds of data that are used: demographic data (population, social, ethnic and economic characteristics) produced in the 1970 census; and political data based upon previous election results and current registration with which the political effect of changes in district boundaries may be assessed. The difficulty and art of reapportioning lies in the process of blending these two kinds of data with as much accuracy as possible.

This blending is complicated by the fact that political data is available by precincts, whereas census data is available on the basis of census tracts and smaller units called block groups. More often than not the boundaries of the precincts and the census units do not coincide. For example, there may be two-and-a-half precincts in a census tract. In order to determine the political makeup of that census tract, it is necessary to estimate how the characteristics of the split precinct apply to the census tract. This can be done by percent of geographic area or by guess dependent upon knowledge of the neighborhood, but in either case it is an approximation. The differences may not be large, but in a marginal district, it is the small differences that count. There are several ways to increase the accuracy of this process, but in the end the approximation process is more a matter of art than science.

Staff Work

There is a substantial staff in each house to prepare the district-by-district data and to draw up alternative district lines based upon that data. For the Democrats Assemblyman Henry Waxman, chairman of the Assembly Elections and Reapportionment Committee, has at least half-a-dozen professionals working under Mike Berman, the committee's chief consultant. In the upper house, Senator Mervyn Dymally is committee chairman and Alan G. Rosin is the top consultant with a professional staff of nine or ten.

The Republicans also have staff assigned to this subject so that they can have their own data with which to evaluate what the Democrats propose. Although they are in an essentially defensive position, they nevertheless need to develop information which is good enough to enable them to assure themselves that the political and demographic data given them by the Democrats is reasonably accurate. The vice chairmen of the Assembly and Senate reapportionment committees, Assemblyman Jerry Lewis and Senator John Harmer, are both Republicans, and they have the chief responsibility in each house for looking after the minority party's interest. Lewis and Harmer each have three full-time staff members assigned to this task.

Both the Senate and the Assembly also have contracted with private firms for data development and analysis. The Senate has a $219,470 contract with Systems Development Corporation of Santa Monica, while the Assembly has contracted with American Computer Resources, Inc. of Los Angeles. Bill Below and Gary Bamberg of ACR were on the Assembly's staff during the 1965-67 reapportionments. Their contract is open-ended, calling for an initial phase of 75 days for $25,000 plus costs and expenses (which amounted an additional $37,000 as of May) and a second phase, until the job is completed, at $300 per day plus costs.

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The Senate has a second consultant firm "to serve the Republican Caucus." Decision Making Information, Inc. of Santa Ana will receive $26,000 by September 30th under the terms of that contract.

In addition to any data-base material prepared under Assembly and Senate contracts, the Republicans in each house can also depend on the data-base prepared as part of continuing campaign work of the Republican State Central Committee.

District Lines

Once the data-base is prepared, the next step for the majority party is to draw district lines. By mutual agreement the Senate will draw the Senate district lines and the Assembly will prepare its own district lines. Congressional redistricting is being drafted by the state delegation in Washington with the help of Leroy C. Hardy, a government professor from Long Beach State College, who previously served as the congressional reapportionment consultant during 1961 and 1967. Presumably, the Assembly and Senate will approve each other's lines without change.

Congressional, Senate, and Assembly reapportionments are inextricably interrelated. The way in which the five new Congressional seats, and any changes in existing districts, are allocated will affect several Assemblymen and Senators who may wish to run for Congress. Assemblymen who may try to move to Senate vacancies will leave spaces behind them that can simplify or complicate the problems of the line-drawers. For example, Senator Clair Burgener of San Diego may get one of the new Congressional seats. If he does, Assemblyman John Stull can run for that seat, leaving open the question of how Stull's Assembly seat is handled. Possible retirements complicate the picture as well, although it appears now that there will be far fewer retirements than were expected.

It is unclear how Assemblymen are expected to negotiate with the Senate and how Senators and Assemblymen negotiate with the Congressional delegation. In some cases individuals deal through the chairman of their reapportionment committee and in other cases, apparently, individuals deal directly with the chairman of the reapportionment committee in the body to which they aspire. In all likelihood the final locating of the five new Congressional seats will be decided in a Senate-Assembly Conference Committee.

In drawing district lines for the Legislature the Democrats must consider at least five factors. First and foremost, under the various one-man, one-vote U.S. Supreme Court rulings, all of the districts must be as nearly equal in population as possible. Exact equality is not possible, but the objective will be variation in district size not greater than one percent above or below the "ideal" district size.

Second, lines must be drawn in such a way as to please at least a bare majority of incumbent Senators and Assemblymen and preferably two-thirds in the event that an override of a veto by the Governor is necessary. Third, insofar as possible within the first two constraints, the Democrats will attempt to strengthen marginal Democratic seats. Fourth, Democrats have said that they will try to increase the number of districts which will elect Negro and Mexican-American representatives. Finally, some heed must be paid to local government and natural boundaries as well as those which reflect a "community of interest."

Veterans of earlier reapportionment battles acknowledge with mixed feelings that the Supreme Court's insistence on districts of equal population has greatly changed the reapportionment process. One Democratic leader expressed regret at not being permitted the pleasure of an old-fashioned gerrymander. Republicans, of course, sigh with relief and keep looking over their shoulders for any possible change in the Supreme Court's strictures which could spell disaster for them.

Given the latest population data, the general shape of the changes necessary to achieve equal reapportionment is clear. The basic fact of life, of course, is the continued increase in suburban population at the expense of the inner-cities and rural areas.

In the case of Congress, the addition of five new California Congressional seats, based upon the state's total population growth since 1960, means that it is possible that no incumbents will be harmed. There will probably be three new seats south of the Tehachapis. Orange County which currently shares four seats with two counties will probably get one new one for a total of three full seats of its own. Another new seat will probably be formed in the San Diego-Riverside Counties area, and one will probably be added in the Orange-San Bernardino-Riverside Counties area. A fourth seat will probably be created in the Central Valley or Central Coastal area. Santa Clara County will also gain the equivalent of one new seat, although it may have to share part of it with San Mateo County.

Minority Seat

The principal threat to incumbents lies in the fact that if there is an attempt to create an additional black Congressional seat in Los Angeles, several incumbents to the northwest and southeast will almost certainly have to give up voters to the new district and take voters from one another.

The state Senate appears to require a somewhat greater dislocation of incumbents. North-central California will lose one Senate seat and the south San Francisco Bay Area will probably gain one seat due to shifts in population. One of the three Republican Senators who represent districts with population deficits — Marks, Behr or Marler — will almost certainly lose his seat in 1972. Santa Clara County will probably end up with two complete Senate seats. In southern California, Orange County will acquire a Senate seat, partly at the expense of Los Angeles.

Because of the smaller size of its districts, the Assembly's problems are much greater. San Francisco and Los Angeles will both lose seats to their suburbs. Assemblymen John Foran, John Burton, Willie Brown, and Leo McCarthy have a combined deficit of over 280,000 in San Francisco, more than enough to cost the city a district, most likely Foran's. The seat will go to Santa Clara County, the rapidly-growing South Bay suburban county or be used to off-set Democratic deficits in the East Bay (see map).

Northern Los Angeles, Ventura and Santa Barbara Counties may gain Assembly seats, as may eastern Los Angeles County, both at the expense of central Los Angeles districts. Los Angeles County, including the City of Los Angeles, will have a net loss of three seats which will go to its neighbors. Orange County may gain two Assembly seats, and the San Diego-River-

(Continued on page 172)

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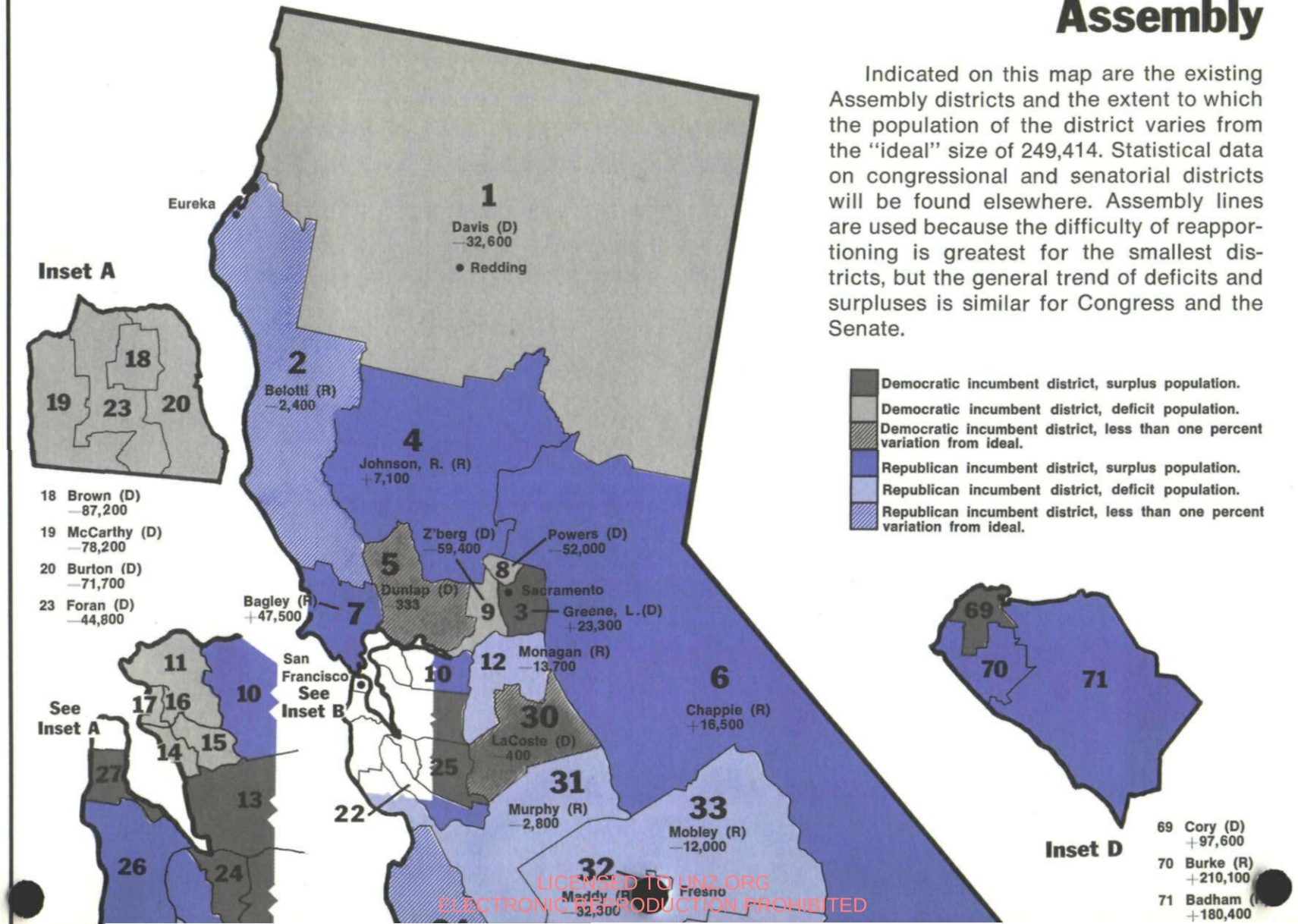
Reapportionment 1971

Assembly

Indicated on this map are the existing Assembly districts and the extent to which the population of the district varies from the "ideal" size of 249,414. Statistical data on congressional and senatorial districts will be found elsewhere. Assembly lines are used because the difficulty of reapportioning is greatest for the smallest districts, but the general trend of deficits and surpluses is similar for Congress and the Senate.



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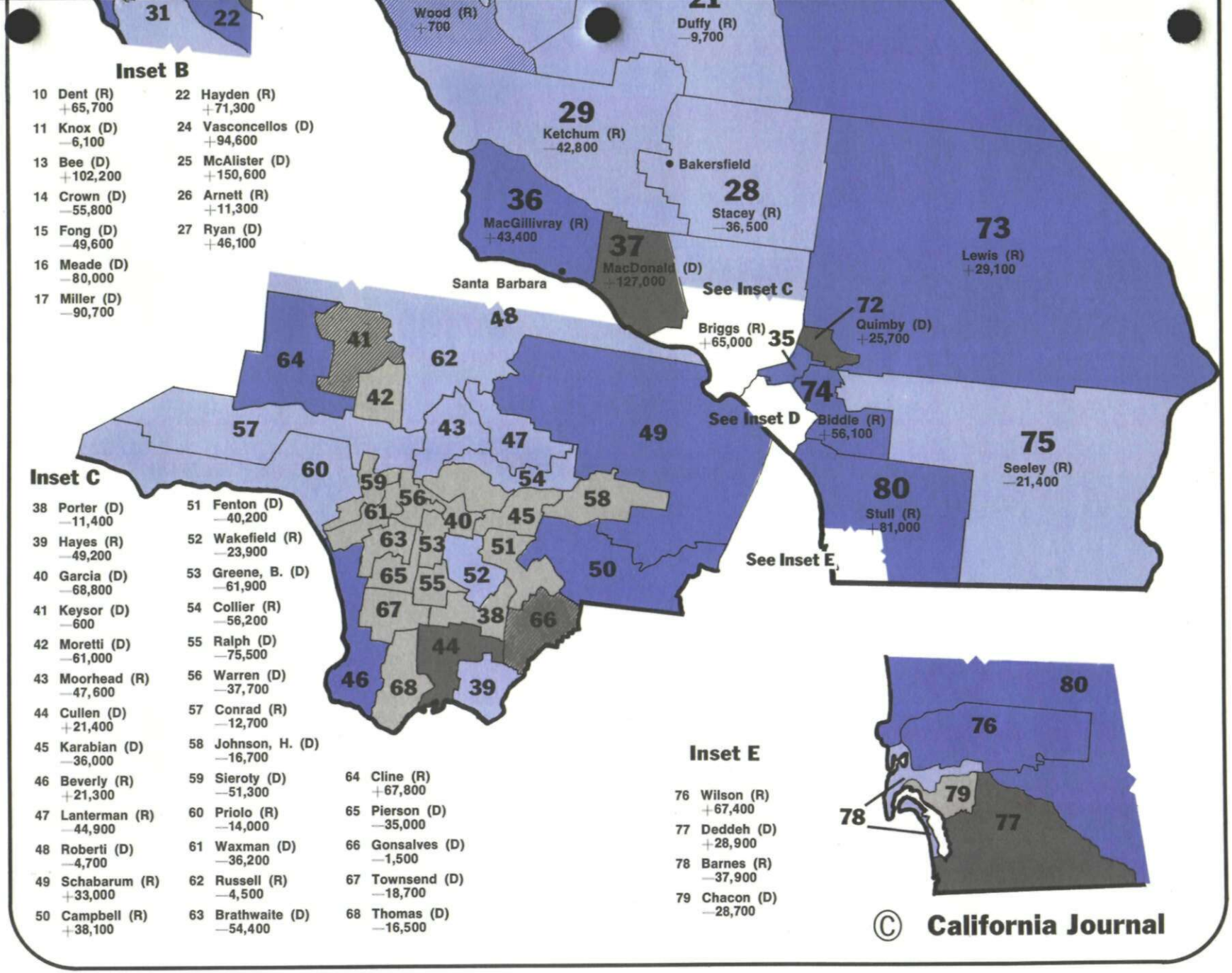

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DISTRICTS *(Continued from page 169)*

side-San Bernardino area may gain one seat.

The problem of protecting incumbents goes beyond simply protecting Democratic incumbents, however, because the Democrats would like to tell the Governor that if necessary they have the two-thirds vote necessary to override his veto of a reapportionment bill. It also involves strngthening marginal seats wherever possible, as well as saving seats jeopardized by population shifts.

The problem areas for the Assembly Democrats are San Francisco, where Foran is the likely victim; Alameda County, when Assemblymen Crown, Fong, Meade, and Miller have a combined deficit large enough to cost a district; and central Los Angeles, where consolidation of the adjoining districts of Republicans Wakefield and Conrad (who obviously cannot be counted on to vote for the reapportionment bill) might solve much of their dilemma.

To assure themselves a two-thirds vote, the Democratic leadership will need at least 11 Republicans (12 if Assemblyman Roberti is elected to the Senate July 20th) and perhaps two to three more to offset unhappy Democrats. Between the demands of district equality and the need for Republican votes, says an informed Republican, "there is no objective reason why we should not be able to hold on to as many seats as we now have."

Much the same is true in the Senate where there is a tradition of bipartisan cooperation to protect incumbents. It will be extremely difficult, however, to find an acceptable way to save the one Republican seat in the northern counties for which there is no longer adequate population.

Republicans now generally believe that the Demo-

POPULATION OF CALIFORNIA STATE SENATE DISTRICTS †

Population of California State Senate Districts

District	Senator	Over/Under 498,828 'Ideal'	Percent Over/Under
1	Collier (D)	— 68,182	—13.7
2	Marler (R)	— 73,512	—14.7
3	Teale (D)	— 72,277	—14.5
4	Behr (R)	— 51,489	—10.3
5	Rodda (D)	— 62,377	—12.5
6	Short (D)	— 13,573	— 2.7
7	Nejedly (R)	+ 59,561	+11.9
8 & 11*	Holmdahl (D) Petris (D)	— 68,425	— 6.9
9 & 10*	Marks (R) Moscone (D)	—281,982	—28.3
12	Gregorio (D)	+ 57,406	+11.5
13	Alquist (D)	+111,542	+22.4
14	Bradley (R)	+ 99,469	+19.9
15	Way (R)	—117,419	—23.5
16	Zenovich (D)	—107,112	—21.5
17	Grunsky (R)	— 1,051	— .2
18	Stiern (D)	—105,056	—21.1
19	Richardson (R)	— 5,789	— 1.2
20	Coombs (R)	+ 77,556	+15.6
21	Harmer (R)	— 24,508	— 4.9
22	Carrell (D)	— 17,141	— 3.4
23	Cusanovich (R)	+ 80,350	+16.1
24	Lagomarsino (R)	+141,926	+28.5
25	Stevens (R)	+ 16,850	+13.4
26	Beilenson (D)	— 55,649	—11.2
27	(Vacancy)	— 27,746	— 5.6
28	Song (D)	— 4,748	— 1.0
29	Dymally (D)	— 97,095	—19.5
30	Walsh (D)	— 30,190	— 6.1
31	Wedworth (D)	— 45,703	— 9.2
32	Dills (D)	— 1,504	— .3
33	Kennick (D)	— 11,774	— 2.4
34	Carpenter (R)	+393,199	+78.8
35	Whetmore (R)	+290,742	+58.3
36	Cologne (R)	+ 67,934	+13.6
37	Deukmejian (R)	+ 11,919	+ 2.4
38	Burgener (R)	+ 64,397	+12.9
39	Schrade (R)	— 75,269	—15.1
40	Mills (D)	— 53,266	—10.7

†Courtesy of Senate E & R Committee, Sen. Mervyn M. Dymally, Chm.
*At-large

POPULATION OF CALIFORNIA CONGRESSIONAL DISTRICTS †

Population of California Congressional Districts

District	Congressman	Over/Under 464,026 'Ideal'	Percent Over/Under
1	Clausen (R)	+ 30,050	+ 6.5
2	Johnson (D)	+ 85,106	+18.3
3	Moss (D)	+ 42,208	+ 9.1
4	Leggett (D)	+ 59,137	+12.7
5	Burton (D)	— 45,808	— 9.9
6	Mailliard (R)	— 5,210	— 1.1
7	Dellums (D)	— 75,611	—16.3
8	Miller (D)	+ 684	+ .2
9	Edwards (D)	+209,175	+45.1
10	Gubser (R)	+184,184	+39.7
11	McCloskey (R)	+ 73,796	+15.9
12	Talcott (R)	+ 80,135	+17.3
13	Teague (R)	+235,211	+50.7
14	Waldie (D)	+ 94,363	+20.3
15	McFall (D)	+ 46,627	+10.1
16	Sisk (D)	+ 27,717	+ 6.0
17	Anderson (D)	+ 50,048	+10.8
18	Mathias (R)	+ 8,470	+ 1.8
19	Holifield (D)	+ 23,618	+ 5.1
20	Smith (R)	— 34,073	— 7.3
21	Hawkins (D)	— 85,174	—18.4
22	Corman (D)	+ 37,840	+ 8.2
23	Clawson (R)	— 23,927	— 5.2
24	Rousselot (R)	+ 58,830	+12.7
25	Wiggins (R)	+184,441	+39.8
26	Rees (D)	— 21,845	— 4.7
27	Goldwater (R)	+126,672	+27.3
28	Bell (R)	+ 86,388	+18.6
29	Danielson (D)	— 10,042	— 2.2
30	Roybal (D)	— 66,804	—14.4
31	Wilson, C. (D)	— 21,512	— 4.6
32	Hosmer (R)	+ 4,858	+ 1.1
33	Pettis (R)	+112,739	+24.3
34	Hanna (D)	+179,693	+38.7
35	Schmitz (R)	+407,836	+87.9
36	Wilson, B. (R)	+111,737	+24.1
37	Van Deerlin (D)	+ 17,100	+ 3.7
38	Veysey (R)	+131,489	+28.3

†Courtesy of Senate E & R Committee, Sen. Mervyn M. Dymally, Chm.

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crats will attempt to raise their Assembly majority from 43 seats to a maximum of 48. They can do so, however, only by picking up the two Republican seats in southern California which lack sufficient population, plus three others. It seems more probable at the moment that the Democrats will settle for less, perhaps a possible gain of only three seats.

Assembly Republicans are convinced that it will be very difficult for Democrats to do much more while staying within the equal population constraint without doing violence to natural district and regional boundaries. They will feel better, however, when they know for sure what the Democrats are up to, and thus can be expected to talk more and more about the need to bring reapportionment out into the open.

In the Senate, again because of the need to meet population standards and the desire to protect incumbents, it is likely that the Democrats will try to increase their numbers by only one or two.

As for the congressional districts, informed sources say that all incumbents will be protected while the Democrats pick up three of the five new seats. The two most likely Democratic seats are in the Central Valley and in Santa Clara County. It is assumed that the new Orange County seat will be Republican as will the San Diego-Riverside seat. The remaining seat in the Southern Coast area is like to be marginally Democratic.

Minority Groups

Increased representation for minority groups in the state is one of the chief goals for the Democrats and also one of their chief headaches. Roughly 15 percent of the state's population is Mexican-American and only two and one-half percent (2) of the Assemblymen and no Senators come from that ethnic group. Negroes account for seven percent of the state's population, while six percent (5) Assemblymen and 2.5 percent (1) of the Senators are black.

Thus, on a strict population basis, Mexican-Americans would gain as many as ten Assembly seats and six Senate seats, while blacks would claim possibly one more Assembly seat and one or two Senate seats. Dispersion of minorities in white areas greatly reduces the number of areas in which it might be possible to draw districts which contain a majority of minority group voters, but that is only part of the problem. In East Los Angeles there is a Mexican-American population sufficient to guarantee substantial margins in at least two and perhaps four Assembly districts. At the moment only one district is represented by a Mexican-American. The rest of the population is divided up to strengthen a number of other Assembly districts which are mostly "Anglo" but, with the help of the Mexican-American areas, substantially Democratic. The dilemma for the Democrats lies in the fact that in order to give the Mexican-Americans the representatives their population could sustain, and which they demand, it would be necessary to weaken or defeat several incumbent Democrats and thus increase the chance of Republican victories and possible Republican control of the Legislature.

If Assemblyman David Roberti moves to the Senate after the special election July 20th, the Democrats' problem is somewhat eased. Roberti's seat might be made into a Mexican-American seat without hurting an incumbent or risking a loss to the Republicans. Possibly one more Mexican-American Assembly seat and one Senate seat can be carved out of the area without hurting incumbent Democrats. But even if that proves feasible, it is not likely to satisfy Chicano groups who have issued a "7-3-3 Plan" which would, they feel, provide seven Mexican-American assemblymen and three senators and congressmen.

Another problem for the Democrats lies in the fact that if a brown Senate seat is created it will be very difficult to meet the simultaneous demand for an additional black Senate seat in central Los Angeles. And while it will be possible to come up with another black congressional seat, it will be very difficult to produce a brown congressional seat as well. Best guesses at this point are that there may be one more black congressional seat, one brown Senate seat and an additional brown Assembly seat when reapportionment is completed.

Much Noise to Come

Considerable debate can be expected before reapportionment plans are passed by the Assembly and the Senate. As of now, however, it appears that most of the fuss will be for show. The Republicans will claim gerrymander but, in fact, the court strictures are too tight and too many Republican votes are needed for the Democrats to try to repeat the highly partisan reapportionments of 1950 (Republican) and 1960 (Democratic). Minority groups, especially Chicanos, are likely to charge discrimination and threaten retaliation on the Democrats. However, internal divisions of the Mexican-American community and the expected support for the proposed plan of all but perhaps one of the elected minority group members should reduce the impact of that action.

Possible Veto

The Governor has the power to veto a reapportionment bill just as he may veto any piece of legislation. Presumably, if the reapportionment bills produced by the Democratic-controlled Legislature are unfair to Republicans, Governor Reagan will veto them. At least one Democratic legislator has spectulated that the Governor may veto the bills no matter what they look like, having nothing to lose by telling the public the Democrats have tried to perpetrate a gerrymander. Such an action would not necessarily be appreciated by incumbent Republicans, however, because it will be increasingly important to them to have the matter settled early (and settled by the Legislature if possible) so that they know their district lines.

Presumably the Democrats will attempt to assure themselves of two-thirds support in both houses in the event the Governor does veto the bills and to inform him of that fact in advance. They cannot now count on being able to do so, however. According to an informed source almost all members of the Assembly Republican Caucus have signed a written pledge to support a caucus position against an override if the Governor vetoes the reapportionment.

In the unlikely event that the Governor vetoes the reapportionment bill and the Legislature cannot override his veto, the lawmakers must come up with a new plan more acceptable to the Governor. In the still more unlikely event that the Legislature is not able to reach agreement on a new plan, the Lieutenant Governor could convene a Reapportionment Commission called

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for in Article IV, Section 6, of the state Constitution.

Reapportionment Commission

The language of this section describes how the Legislature is to reapportion itself but provides that "should the Legislature at the first regular session following . . . any decennial Federal census fail to reapportion the Assembly and Senatorial districts, a Reapportionment Commission, which is hereby created, consisting of the Lieutenant Governor, who shall be the chairman, and the Attorney General, State Controller, Secretary of State, and Superintendent of Public Instruction, shall forthwith apportion such districts in accordance with the provisions of this section and such apportionment of said districts shall be immediately effective the same as if the act of said Reapportionment Commission were an act of the Legislature, subject, however, to the same provisions of referendum as apply to the acts of the Legislature."

Questions regarding the constitutionality of this provision have been raised because a preceding portion of the section dealing with the inviolability of city and county boundaries was declared unconstitutional. Legislative Counsel George Murphy has issued an opinion arguing that the commission is therefore unconstitutional also. However, reapportionment commissions have not been found to be unconstitutional as such. Therefore, it is not clear whether the courts would find California's commission unconstitutional if a com mission reapportionment were challenged on those grounds. Obviously, if the commission came into operation in California, the 3-2 Republican majority would likely be more favorable to the Republicans than to the Democrats.

But no matter who draws the lines or how they are drawn, they are almost certainly going to be challenged in court. Mexican-Americans may take their case to court as well as many other groups or individuals who feel the reapportionment has not been done fairly.

Another issue that could produce a court test is whether the Senate will require all members to run again or just half of them. In the latter instance, some citizens will be represented by a Senator they never had the opportunity to vote for and could claim this to be a denial of their right to elect their own representative.

If a plan were found to be unconstitutional, the court would have a number of alternatives. It might accept the less than perfect apportionment for one election and order a new reapportionment for next time. It could refer the job back to the Legislature with instructions on how to improve it. Or it could do the reapportioning itself or accept a plan submitted by plaintiffs. At this time no one in the Legislature favors the last alternative.

Thus the focus for the time being is on getting a reapportionment which a substantial number of the members of both houses favor and which will preclude action by anyone outside the legislative process. That would seem to mean an incumbents' reapportionment that will leave the legislative make-up largely as it is with enough seats only marginally secure so that each of the two major parties can hope to better its position in the 1972 elections.

PENAL REFORM *(Continued from page 161)*

oners and limit the use of prison "adjustment centers" or isolation cells. For almost any infraction of the rules, a prisoner can now be put in isolation (short-term denial of privileges) or adjustment centers separated from the rest of the prison. Prisoners in adjustment centers are denied most privileges, are isolated from others, and may remain there for an unlimited time. Most importantly, the Adult Authority refuses to set parole dates for those confined in an adjustment center.

The proposed legislation by Dymally and Dunlap limits the use of isolation punishment to ten days and the use of adjustment centers to 30 days in any six-month period. The bills also provide that before disciplinary action is taken against a prisoner, he shall have a hearing before an impartial committee and he shall have the right to call and question witnesses and to be assisted at his hearing by anyone he chooses.

The goal of this legislation is to protect the inmate from arbitrary prison administrators and to limit the use of isolation and adjustment centers, which the authors believe have negative effects on prisoners. A proponent of the bills, Dr. Frank Rondell, who has worked as a psychiatrist at Soledad's adjustment center, stated that the "adjustment centers create a sense of despair and vengeance in the inmate so that the use of the adjustment center is not a rehabilitative process but works against the prisoner, the prison system, and society." In contrast, the Department of Corrections says it needs the adjustment centers to protect innocent victims — the guards and other inmates — from the growing number of violent prisoners being sentenced to state prisons.

Whether the bills pass or not, the Department of Corrections is under pressure from the courts to reform its disciplinary practices. Recently a U.S. district court judge ordered San Quentin to stop its disciplinary hearings because they were in violation of the prisoners' constitutional rights. The judge's decision was on an appeal from two of the "Soledad Brothers" charged with murder of a guard.

Ombudsman

Another form of protection for prisoners is provided in AB 1181 (Murphy) which establishes a penal system ombudsman. The independent office, appointed by a joint legislative committee, is to be empowered to investigate the administration and management of the prisons and their governing bodies. The Department of Corrections views this proposal as a legislative intrusion aimed at "handcuffing the department." The Governor is also opposed to the measure, believing it to constitute unnecessary duplication of authority.

In summary, a variety of imaginative and significant penal reform measures have been introduced at this session. However, in the face of persistent opposition from the agencies involved, supported by the Governor's office, and in the absence of strong public support for reform, it appears that few changes in the California corrections system are likely to be adopted this year.

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CRLA CONTROVERSY RESOLVED

At the end of June there were two events which appeared to resolve the six-month controversy over the funding of the California Rural Legal Assistance program.

The first was the public release of the report of the special three-judge federal panel created to investigate the charges against CRLA by the director of California's Office of Economic Opportunity, Lewis K. Uhler. The extensive charges, which served as the basis for Governor Reagan's veto of CRLA's federal grant last December, were found by the commission to be "totally irresponsible and without foundation."

According to the commission, CRLA, which has been operating on temporary funding since the grant veto, "has been discharging its duty to provide legal assistance to the poor . . . in a highly competent, efficient, and exemplary manner." The Uhler charges, said the commission, "unfairly and irresponsibly subjected many able, energetic, idealistic and dedicated CRLA attorneys to totally unjustified attacks upon their professional integrity and competence."

Following release of the commission's report, federal OEO director Frank Carlucci announced that CRLA is to be given a new 17-month grant of $2.6 million. It was understood that Governor Reagan had agreed not to veto the new grant, thus assuring the continuation of CRLA through 1972.

At the same time, Carlucci said that California's OEO, in cooperation with local bar groups, had been authorized to develop a new Legal Services Foundation which would be implemented alongside CRLA as an alternative method of providing legal services to the urban and rural poor. The federal government will provide up to $2.5 million to finance this program which, if successful, might replace CRLA.

This last action was clearly intended to please Governor Reagan who has repeatedly denounced CRLA, calling instead for a program to provide private legal aid to the poor. Despite his apparent loss in the fight with CRLA, Reagan was reported to have said that he is "delighted that Mr. Carlucci has chosen California to develop a model program for the poor that may set a nationwide pattern."

Details of this plan, which Reagan and Uhler have advocated on several occasions this year, have not been made public. The Governor also won acceptance of a series of controls on the activities of CRLA and its lawyers, to which there was no objection from CRLA.

NEW MEXICO LIEUTENANT GOVERNOR BECOMES FULL-TIME, SALARIED POSITION

The position of Lieutenant Governor in New Mexico became a full-time, annually salaried job under a law signed in March, according to *State Government News*.

The law authorizes the Lieutenant Governor to work full-time and receive annual compensation of $15,000. Lieutenant Governors formerly worked part-time and were given $60 a day while acting as Governor and $50 a day while presiding over the Senate during legislative sessions.

Lieutenant Governor Robert A. Mondragon said he planned to "earn every bit of the salary."

SPECIAL ELECTION FOR LOS ANGELES SENATE SEAT

A July 20th runoff election in the 27th Senatorial District, with control of the upper house at stake, pits Democratic Assemblyman David A. Roberti against Republican Bill Brophy, a 35-year-old economic consultant. If the Democrats win in this 61 percent Democratic distict, it will be their first special election victory since November 1963.

Roberti received 30 percent of the vote at the June 22nd primary to fill the seat vacated in January by George Danielson, who was elected to the U.S. House of Representatives. Democratic Assemblyman Alex Garcia was second with 22 percent of the vote and Brophy was the top Republican contender with 19 percent, ahead of Edwin C. Hiroto who had 14 percent. Julia Luna Mount, the only Peace and Freedom candidate, received 455 votes and will also be in the runoff. A total of five Democratic candidates gained 21,656 votes to 17,232 for the four Republican contenders.

With a thin 20-19 Democratic margin in the Senate, the election will determine which party controls the upper house. The Democrats need one more vote to have a working majority in the Senate. If the Republicans win the seat, however, it will throw the Senate into a 20-20 tie, with Republican Lieutenant Governor Ed Reinecke holding the power to cast a tie-breaking vote.

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thought acceptable. Had Republicans chosen to block the budget bill in the Legislature, they would have been open to charges of unnecessarily endangering the state's operation in an effort to accomplish what the Governor could do much more quickly and surely with his item veto power.

Final Passage

When the report came up for brief debate in the Assembly a few hours later, Republican Minority Leader Bob Monagan charged that the Legislature, by approving a budget which it knew the Governor would cut deeply, was guilty of a "surrender to the executive branch," but Monagan went along, giving the Democrats exactly the 11 Republican votes needed to make two thirds. It was a single Democrat, Assemblyman Ken Cory, who temporarily delayed Assembly approval by refusing to vote for the bill. Cory, who represents a conservative Orange County district, likes his constituents to know that up to this year he has voted for the budget bill only once since he was elected in 1966. After delaying passage of the bill for more than three hours, Cory relented, changing his vote from no to aye and making the total vote 54-26.

Between 4:00 p.m. July 2nd when the Assembly acted, and 9:00 a.m. July 3rd when the Governor signed the bill, the Department of Finance and the Governor's staff hastily completed preparation of a long series of deletions and reductions totaling over $500 million, bringing the budget down to the $6.8 billion which Reagan was willing to accept. No one who had followed the Governor's statements in preceding months was surprised by the extent of the cuts, however, nor by the items which were affected.

Summary of Budget Actions

1971 Session

	State Operations	Capital Outlay	Local Assistance	TOTAL
Governor's Budget	$1,820	$676	$4,243	$6,739
Assembly Version	1,972	696	4,345	7,014
Senate Version	1,970	726	4,565	7,261
Conference Compromise	1,984	718	4,591	7,293
Governor's Vetos	—241	—20	—242	—503
Final Budget Act	1,743	698	4,349	6,790

As signed by the Governor, the budget provides for total 1971-72 spending of $4.9 billion from the General Fund and $1.9 billion from special funds. It is still at least $230 million in excess of estimated revenues for 1971-72 (apart from $200-$300 million in underfunding for Welfare and Medi-Cal, but that gap is to be closed, according to the Governor, by enactment of the withholding of personal income taxes and changes in the welfare laws. In signing the bill Reagan said, "It will provide all the essential services I have asked for and will not require a tax increase if the Legislature will act on the still unresolved issues."

Governor's Cuts

To get the budget down to within $50 million of what he had originally proposed five months earlier, the Governor cut deeply into funds for education, state salaries, Medi-Cal, and several other areas. Of the $503 million which he cut from the budget, $115.5 million came from salary increase funds, $108 million from public school funds, $137.8 million from Medi-Cal, $57.2 million from higher education, $6.3 million from mental hygiene, and $78 million from the Teachers' Retirement Fund. The effect of his actions were to erase nearly every major change made by the Legislature.

Angry Reaction

The strongest reactions to the Governor's cuts came, not surprisingly, from representatives of state employees, higher education and local government. Loren V. Smith, head of the California State Employees Association termed the governor's veto of the state salary increase "tragic" and said that the CSEA leaders will "galvanize our entire membership into one of the most massive campaigns we've ever undertaken to ask the Legislature to override."

University of California President Charles J. Hitch charged that Reagan, with a "stroke of a pen" has achieved "what bomb threats, pickets, intimidation and aggression could not." Jack Merelman, general manger of the County Supervisiors Association of California, called the Governor's action "disastrous" for local property taxpayers. Merelman referred specifically to Reagan's cut of $30 million in Medi-Cal County Option funds and removal of language maintaining an "open end" for state welfare spending.

Democrats have promised to seek to override the Governor's vetos but admit that their prospects are slim. The difficulty of obtaining sufficient votes to override any of the vetoes is increased by the fact that the action must begin in the Senate, inasmuch as it was the Senate's bill which was signed.

The Democratic leaders have also promised to obtain a court test of the Governor's deletion of language in the budget bill governing the expenditure of funds for mental hospitals, corrections and welfare. The Constitution says that the Governor "may reduce or eliminate one or more items of appropriation," which has been taken to mean amounts rather than controlling language, but Reagan says there is precedent (in 1937) for also removing controlling language which interferes with his power to act on the budget bill.

School, Welfare Funds

The two areas in which there is most likely to be a reversal of the Governor's budget cuts are school support and welfare funding. Any increase in expenditures in these areas however, will be carried in separate appropriation bills which will be closely tied to whatever legislative-executive compromise on taxes and welfare reform emerges later this summer.

At one time the Governor indicated that additional revenues from the adoption of income tax withholding might be available to augment higher education capital outlay funds and for other purposes. Early in June, however, the Governor said that the failure of state revenues to meet earlier estimates meant that the entire gain from withholding would have to be used to balance the 1971-72 budget.

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PARKS *(Continued from page 159)*

The bond issue, which subsequently passed by a wide margin, authorized the state to pay up to one-half the cost of any new sites, with the matching funds to come from private or other public sources.

Rapid Growth

Between 1927 and 1940, when the bond proceeds were finally exhausted, 43 new units were added to the state park system. Among these, purchased with the help of private and local government funds, were Carpenteria, Pismo, Silver Strand, Sonoma Coast and Huntington State Beaches; Big Sur, Calaveras Big Trees, Jedediah Smith Redwoods, Morro Bay, and Mt. Tamalpais State Parks; and Point Lobos State Reserve. By 1940 the park system included 70 sites with a total of 300,000 acres.

Following World War II, the park system continued to grow rapidly with the acquisition of 18 additional sites by 1950. This growth was made possible, in large part, by a 1945 legislative appropriation of $10 million for beach parks and $5 million for other parks, again to be used on a matching basis with private or other public funds.

In 1945 Frederick Law Olmstead was employed by the State Park Commission to conduct an extensive five-year survey of the needs of the state for the creation of "a well-balanced system of state parks and beaches." In doing so, Olmstead laid out two basic objectives for the state park system: (1) to preserve and protect "notable existing features of widespread public interest and recreational value because of special scenic, historic, scientific or other characteristics," and (2) to "promote the enjoyment by the public of the characteristic values of each of the features thus selected for preservation by such means and methods as will keep them unimpaired for enjoyment by future generations." These two objectives served as the state's basic policy guides for the next two decades.

Tidelands Revenues

More expansion occurred between 1950 and 1960, during which time 54 units were added to the system. In 1956 the Parks Commission adopted a five-year master plan to spend $83 million for site acquisition without any matching requirement. The funds were obtained from off-shore oil lease royalties, revenues which had been earmarked for park use nearly a decade earlier but which had been impounded in 1947 pending resolution of the federal-state tidelands ownership question.

In 1963 the Legislature appropriated $19 million from general tax revenues for the acquisition of desirable park sites in danger of being lost to other development. That same year a special park bond issue failed to gain voter approval, but in 1964 voters approved a $150 million bond program which provided $84 million for park acquisition, $20 million for basic development costs, $40 million in aid for local parks and recreation, and $5 million for Wildlife Conservation Board programs.

Passage of the 1964 bond issue offered hope that the state might be able to cope with the sharply rising demand for outdoor recreation and increasingly heavy pressure on existing park facilities. During the 1950-1960 decade when state park acreage was being increased by 19 percent, the state's population rose nearly 50 percent, and park attendance, according to state reports, increased by 359 percent. A similar acceleration of demand for outdoor recreation was beginning to hit the federal parks and forests, alarming conservationists and park administrators alike.

One consequence of this growing concern was that the state began to take seriously the need to plan systematically for the provision of outdoor recreation. In 1960 the Department of Natural Resources published California's first comprehensive recreational plan, The California Public Outdoor Recreation Plan. This initial effort was followed by a comprehensive park and recreation study in 1964-65 (by the Stanford Research Institute), development of the Park and Recreation Information System (PARIS) in 1966, a five-year state park plan in 1968, and publication of a series of monographs on the outdoor recreational needs of each of the state's metropolitan areas.

Administrative Reorganization

In 1961 the Department of Natural Resources was abolished and a Department of Parks and Recreation created to take over many of its functions. The new department was placed within the Resources Agency, which brought together most of the state agencies working in the fields of natural resource use and outdoor recreation. At about the same time the Parks Commission and the Recreation Commission, each of which had retained some recreation policy-setting authority, were consolidated into a single Parks and Recreation Commission.

Today there are 172 units operated by the state with a total of 871,142 acres, plus 25 units operated by local agencies. In addition to the state parks, beaches and historical monuments, the state operates and maintains scenic and scientific reserves, recreation areas, wayside campgrounds and underwater parks. These facilities provide 7,815 campsites, 5,820 picnic sites, 32,597 parking spaces, and 819 miles of trails. The beaches, which draw 40 percent of all visitors, are the most heavily used, followed by the recreational areas (24 percent) and parks (23 percent).

The Department of Parks and Recreation is responsible for maintaining this park system and for acquiring and developing new units as funds are made available for that purpose from bond issues, direct appropriations, federal programs, and private sources. The department has 1,650 employees (including many part-time park personnel) and a current operating budget of $27 million, which is spread among six operating divisions: Resources Management and Protection, Concessions, Information and Interpretation, Planning

(Continued on next page)

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(Continued from previous page)

and Development, Administration, and Operations.

The present director of the department is William Penn Mott Jr., who came to the post in 1967 from the East Bay Regional Park District. Recognized as an experienced professional in park administration, Mott promised on taking office to "streamline" state park management. Until recently, Mott, who apparently likes to exercise a very direct, personal type of administrative leadership, had largely succeeded in maintaining a broad base of support among organizations and individuals interested in the state park system.

Management Objectives

The Department of Parks and Recreation has summarized its responsibilities in terms of six principal objectives:

- To secure and preserve elements of the state's outstanding landscape, cultural and historical features;
- To provide for the meaningful and constructive use of people's uncommitted time;
- To help the people of California understand and appreciate through an interpretive program the state's cultural, historic and natural heritage;
- To maintain and where necessary improve the quality of California's environment;
- To maintain a statewide recreation plan that includes a continuing analysis of the state's need for recreational areas and facilities, and a determination of the levels of public and private responsibility for meeting this need; and
- To encourage all levels of government and private enterprise throughout the state to participate whenever feasibile, in the development and operation of recreational facilities.

Park Funds

Although funds for parks and recreation have been tight during the past four years, money has been found from several sources to keep the acquisition and development program going. The principal source has been the 1964 bond act, the last funds ($18.4 million) from which are budgeted for expenditure in 1971-72. A new source of funds is the Recreation and Fish and Wildlife Enhancement Fund created by the bond act of that title, which was approved by the electorate last November. The fund provides $60 million for planning and developing recreation facilities and for fish and wildlife "enhancement" in conjunction with state water project facilities. Of the total, $54 million is to be spent by the Department of Parks and Recreation over the next five years, principally for recreational development on the water project reservoirs. A total of $8.6 million is to be spent from this source in 1971-72.

Another important source of park and recreation funds is the federal Land and Water Conservation Fund. This fund was established by Congress in 1965 to provide 50-50 matching grants to the states for the acquisition of recreational lands and waters,

MAJOR STATE CAPITAL OUTLAY FOR PARKS AND RECREATION

(Millions)

Source	1967-68	1968-69	1969-70	1970-71	1971-72*
General Fund	$ 2.3	$ 5.9	$ 4.9	$ 3.9	$ .1
Beach, Park, Recreational and Historical Facilities Fund	13.7	13.4	5.3	27.4	18.4
Recreation & Fish & Wildlife Fund	—	—	—	—	8.6
Other Sources	1.3	1.0	.2	1.0	.5
Totals	17.3	$20.3	$10.4	$32.3	$27.6

*Budgeted

as well as funding for the same purpose for the National Park Service, the Forest Service and the Bureau of Sport Fisheries and Wildlife. California has received over $17 million from the program between 1965 and 1970. Department officials say that California hopes eventually to qualify to receive $12 million annually from this source.

Park Commission

According to statute, the seven-member State Park Commission, appointed by the Governor, formulates the policies which govern the administration, protection and development of the state park system. Meeting once a month, frequently at a state park or monument, the commission members deal with everything from special authorization for off-sale beer and wine licenses to approval of proposed acquisitions and declarations of state recreation policy.

In practice, the commission's powers are sharply limited by the time the members can give to the matters before them, their lack of budgetary authority, agendas often overburdened with trivia, the department's tendency to monopolize information, and other factors. In the past few years the commission has been dominated directly or indirectly by the department director, who informed commission members in June that they have neither authority to pass on the department's operating budget nor to review the annual park and recreation capital outlay budget.

A frequent alliance between the commission's youngest member, Thomas M. Bonnicksen, and its

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oldest, Ian I. McMillan, has as yet been unsuccessful in moving the commission to a more active role in park policy-making. Last November Bonnicksen succeeded in getting the commission to adopt a new policy statement on park management which emphasized the conservation and preservation of park resources. The policy approved park development "involving no major modification of lands, forests, or waters," but said that recreational uses which "conflict with the public's enjoyment of the natural values inherent in the resource . . . or which are attractions in themselves . . . are not to be encouraged." Bonnicksen's victory was short-lived, however; the statement was rescinded at the commission's February meeting on a vote of 6-2.

Development Issue

The division of opinion on the commission reflects a major division of opinion among others interested in the state park system; that is whether existing and new park lands should be developed more intensively to provide the sort of recreational facilities originally planned for Pt. Mugu or whether development should be much more limited, emphasizing preservation rather than accommodation.

The development proposals recently advanced by department director Mott and endorsed by the Park Commission have cost Mott and the commission much of the support from private organizations which has been an important factor in establishing the park system in the past. Lining up in opposition to recent department decisions have been such organizations as the Sierra Club, Protect Our Parks, and the Federation of Western Outdoor Clubs. Their opposition, along with that of several legislators, has been expressed most vigorously in connection with the Pt. Mugu development budget and two bills, SB 271 and 272, introduced by Senator Anthony Beilenson. These bills, which are still in the Senate Natural Resources and Wildlife Committee, would limit the discretion of the the department director in development matters and require greater public involvement in park acquisition and development decisions.

Increasing Recreational Demand

Department data on park usage indicate that the total number of "visitor-days" has risen from approximately 35 million to over 45 million, or 28 percent, from 1965 to 1971. These figures, which may be high in relation to actual park usage, nevertheless do not express total demand, excluding as they do those turned away from parks filled to capacity as well as those who are discouraged from going to a park because of expected crowding, lack of a reservation, park fees, etc. There are, of course, some "under used" facilities in the northern part of the state, but elsewhere the demand far exceeds the supply.

In the 20-year period from 1968 to 1988, demand for recreation by Californians is expected to increase by 87 percent. It is estimated that on this basis (which was before recent downward adjustments in state population projections) 83,800 additional camp units, 81,900 picnic units and 1,300 additional boat landing facilities would be required to meet the growth.

Figures of this sort are, of course, common to many areas of state concern, including education and transportation. Yet the park figures are at least in one sense more alarming — the natural resources destroyed by unplanned and excessive recreation development can easily be lost for all time. Thus the problem is not simply one of finding ways to meet the public's continually growing demand for outdoor recreation, but to do so without destroying much of what people go outdoors to find.

Policy Choices

In theory, at least, the state has a broad range of choices in deciding how it will respond to or cope with the unprecedented demand for outdoor recreation land and facilities. It can, of course, step up its acquisition rate, it can intensify development of camping and other facilities in existing parks, it can expand recreational facilities connected with reservoirs and canals, and it can seek to develop special-use facilities to accommodate forms of recreation unsuitable to the existing parks. It can attempt to ration available capacity by requiring reservations, by strictly enforcing maximum capacity standards and by continuing to raise park fees. It can extend its own limited resources by encouraging more private recreational development within or near state-owned lands or by giving more attention to coordinating the development and management of recreational land and facilities operated by federal and local agencies.

The state has these choices and, in fact, has explored most if not all of them in varying degrees in recent years. It will be useful, then, to examine each of these possibilities in greater detail to see what has been tried, what has been learned, and what general direction the state's outdoor recreation policy seems to be taking as a result.

ENVIRONMENTAL IMPACT GUIDELINES SUBJECT OF PUBLIC HEARINGS

The California Environmental Quality Act of 1970 requires the filing of impact statements on any government project which uses state or federal funds and which could have a significant effect on the state's environment. Proposed guidelines for the preparation and evaluation of Environmental Impact Statements have been developed by the Office of Planning and Research in the Governor's Office. The guidelines will be reviewed by the Resources Agency at public hearings scheduled for July 20th at 9 a.m. in the Resources Auditorium, 1416 9th Street, Sacramento, and July 23 in the New State Building, 107 South Broadway, Room 1138, Los Angeles.

Resources Secretary Norman B. Livermore Jr. will act as hearing officer. Copies of the guidelines can be obtained from the Resources Agency. All comments, including those delivered orally, must be submitted in typewritten form.

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California Journal / *NEWSBRIEFS*

Reagan Submits Reorganization Plan To Create Environmental Agency

A long-delayed proposal to create a new Department of Environment with responsibility for air and water quality and solid waste management has been submitted to the Legislature by Governor Reagan. The proposal, Reorganization Plan No. 3, takes effect unless rejected by either house of the Legislature within 60 days of the date of submission, in accordance with a law first enacted in 1967 to give the chief executive special reorganization powers.

In this year's State-of-the-State message Reagan promised to propose a "high level environmental protection body." The plan creates a Department of Environment in the Resources Agency which encompasses the existing Air Resources Board and the Water Resources Control Board. Additionally, functions relating to solid waste management are transferred to the new agency. Other plans for concentrating authority for protection of environmental quality are pending before the Legislature, including a proposal recommended by the Governor's Environmental Quality Study Council, an entity which is abolished under the plan.

State Conforms to Federal Welfare Requirements

Although Governor Reagan has had little success in trying to move his welfare program through the Legislature, his administration has apparently patched up its immediate differences with the federal government in this area. Under a continuing threat that some $700 million in federal welfare funds would be cut off unless California conformed to federal requirements, the Reagan administration acted on June 1 to satisfy those requirements. Under emergency regulations announced earlier, the maximum amounts payable under Aid to Families with Dependent Children were raised by an average of 21.4 percent, the first increase since 1957, at a cost to the state of $3.5 million per month. According to Robert Carleson, Director of Welfare, about three out of every five recipients of AFDC aid will benefit from the increase, which had been ordered by state and federal courts as well as by the federal Department of Health, Education and Welfare.

In a second action, Carleson also announced that 27,500 recipients of AFDC would lose their eligibility for further aid. This action was said to be in accordance with an Alameda County Superior Court ruling that persons who have obtained employment but who continue to be eligible for AFDC aid under a "work incentive" formula may not remain eligible for more than four months. This second action was immediately challenged by the California Welfare Rights Organization, and a temporary restraining order was issued May 25th by the Sacramento Superior Court. Arguing that it was caught between conflicting court orders, the Department of Welfare went ahead with implementation of its regulation.

On June 14th, however, the State Supreme Court suspended the two lower court rulings, took the matter under its jurisdiction, and ordered those who had been dropped from the rolls reinstated pending its decision in the case.

The Welfare Rights Organization also challenged the state's decision to raise AFDC maximum grants effective June 1st, arguing that the increase should have been retroactive to October, 1970. The state's decision was upheld in that case.

Six-Month Medi-Cal Restriction On Services and Fees Ends

Medi-Cal, restricted for six and one-half months to those services which were "emergencies or essential", has been restored to its prior funding and program levels. The cutback was ordered in December by program director Dr. Earl W. Brian as a means of balancing a projected $140 million deficit in the fiscal year just ended. Doctors, dentists and others providing services were required to take a ten percent cut in fees under the restricted program. In announcing the decision, Brian said he was able to take the action "based on our most recent calculations, which show that we will barely be in the black ink on June 30 (1972)." Shortly before the restrictions were ended, Judge William A. Gallagher of the Sacramento Superior Court ruled that Brian had known well in advance that the program was exceeding its appropriation and had therefore falsely claimed an emergency in ordering the cuts. The effect, said Gallagher, was to deny the public a proper hearing on the cutback. The court awarded monetary damages to three counties which charged that the cuts shifted additional costs to them. If the decision holds up, recipients and providers may also sue the state for services and fees denied them.

Public Employees Retirement Bill May Provide Jobs, Promotions

A 20 percent increase in retirement benefits which affects an estimated 400,000 state, city, county and school district employees, was signed into law this month. The new retirement formula, which will go into effect July 1st, also lowers the mandatory retirement age from 70 to 67 and enables a civil servant to retire with full benefits at age 63 instead of at 65. In what is, according to the California State Employee's Association, the "first major improvement in state employee benefits in 24 years," the earlier retirement provision is expected to have a significant impact on civil service. The retirement changes should create jobs for younger employees now facing layoffs, and promotions for others because of earlier retirement of older workers. The bill, authored by Senator Donald L. Grunsky, provides that the higher benefits will be paid out of future earnings of the State Retirement System at no cost to the taxpayers.

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August Recess Resolution Introduced by Senate Leader

With agreement on an August recess privately assured by the membership of each house, Senate President pro Tem James Mills introduced a formal resolution to hold a recess during the first three weeks of August. The Legislature would resume its business on August 23rd. The Mills resolution amends the earlier July 31st adjournment resolution and must be passed by both houses. As previously reported the recess is designed to permit legislators to vacation with families before school resumes and then return to consider such issues as legislative reapportionment.

Open Meeting Law for Legislature Defeated by Senate Committee

For the second straight year the Senate rejected an Assembly-initiated proposal to apply the state's 17-year old open meeting laws to the Legislature. On a voice vote the Senate Governmental Organization Committtee killed two measures to extend much of the state's 1953 Brown Act requirements to the meetings of the Legislature and its committees. The law now applies to virtually all other state and local meetings. The author of the measures, Assemblyman William Ketchum, told the Senate committee that secrecy is at "the very guts of why the people are losing faith in their legislators." One of Ketchum's measures, ACA 17, was a constitutional amendment which would have required approval of the voters. The other bill, AB 103, contained the details of the open meeting requirements which would have taken effect if the constitutional amendment were approved.

Experimental "Voucher Plan" Given Approval by Assembly

The experimental and controversial "voucher plan", which grants educational funds to parents rather than to schools, was approved by the Assembly with 42-23 passage of a bill, AB 150, authored by Assemblyman Leo J. Ryan. The bill, which proponents claim will make schools more responsive and lead to better education at less cost, is opposed by most public education associations as a threat to the public schools. "This really isn't a radical proposal," Assemblyman Ryan stated. "All the plan does is use existing funds to establish pilot programs in four school districts in the state to see if the free marketplace will work in education." If the plan is enacted, participating schools will compete for the voucher dollars, but will have to offer basic subject matter. Evaluation will be conducted both during and after the demonstration project, which will begin July 1, 1972, and proceed for five to seven years. Governor Reagan called for an experimental voucher plan in his January State-of-the-State message.

Statewide Property Tax Out of School Finance Bills

The two major school finance bills, one originating in each house of the Legislature, will not contain a statewide property tax feature. That fact became apparent this month as both the Senate and Assembly Education Committees took action to approve major school bills without the uniform statewide property tax for schools requested by Superintendent of Public Instruction Wilson Riles and others. That feature was vigorously opposed by so-called "high-wealth" school districts and by representatives of various large taxpayers, including the California Taxpayers Association.

The assembly measure, AB 144 by Assemblyman Leroy Greene, calls for $250 million in additional funds for education, while the Senate proposal, SB 129 by Senator Albert S. Rodda, appropriates $300 million for schools.

Prospects for passage of either bill are dim, however, in view of the fact that Governor Reagan deleted $100 million in new school aid from the budget bill, saying "there has been no clearly demonstrated need for additional funds . . ."

Attorney General Files Lawsuits Against Developer, Utility

In separate actions, the Attorney General's Office filed lawsuits to require Southern California Edison Company to remove 100-foot high power poles it has erected in a residential area of Torrance, and to require the Mendocino County Board of Supervisors to provide public access to the coastline in approving Haven Neck Estates subdivision.

The actions were filed by the Attorney General's Environmental Unit, after the court granted permission for the state to intervene in pending lawsuits filed by the City of Torrance against Southern California Edison and by a number of Mendocino County residents regarding the Haven's Neck subdivision. The unit was formed June 1st as part of the Environment and Consumer Protection Section of the Department of Justice and is under the direction of Deputy Attorney General Nicholas C. Yost.

Younger Warns Against Off-Track and Casino Gambling

A "fresh look" at the law enforcement consequences of additional legalized gambling in California, along with a stern warning against legalizing off-track betting or casino-type gambling, was released by the state's top law enforcement official. Attorney General Evelle J. Younger, who earlier this year commissioned an 18-man task force of law enforcement officials to review various gambling proposals, said legalizing bingo and a state lottery would not pose serious law enforcement problems. He said, however, that "under no circumstances" should off-track betting or casino-type gambling be legalized. The Attorney General predicted a "big scandal" could be expected in the East with off-track betting. Younger's task force, which issued a 60-page report, studied gambling in New York, New Jersey and New Hampshire.

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CALIFORNIA CALENDAR

Meetings of the following state boards and commissions are listed each month; if one of these boards is not listed, it can be assumed that it is not scheduled to meet this month. Boards and commissions to be included are: Board of Corrections; Trustees of the California State Colleges; California Community Colleges Board of Governors; Coordinating Council for Higher Education; Board of Education; Highway Commission; Little Hoover Commission; Commission on Housing and Community Development; Lands Commission; Park and Recreation Commission; University of California Board of Regents; and Social Welfare Board.

July 8-9	**State Board of Education.** Rm. 1194, State Building Annex, 455 Golden Gate Avenue, San Francisco. 9:00 a.m.
July 9	**State Park and Recreation Commission.** Coronado City Council Chamber, City Hall, 1825 Strand Way, Coronado. 9:30 a.m.
July 12	**Senate Transportation Committee.** Rm. 4203, State Capitol. 2:30 p.m. Special order of business to consider AB 399 (Schabarum) — lead content in gasoline.
July 13	**Senate Local Government Committee.** Rm. 5007, State Capitol. 1:30 p.m. Special order of business to consider AB 1300-1303 (McCarthy) — premature subdivisions.
July 13-14	**Board of Trustees, California State Colleges.** Third Floor Auditorium, Office of the Chancellor, 5670 Wilshire Blvd., Los Angeles. 9:00 a.m.
July 15-16	***University of California* Board of Regents.** University Extension Center, 55 Laguna St., San Francisco.
July 22-23	**California Highway Commission.** Board of Supervisors Chambers, County Administration Bldg., 1221 Oak St., Oakland. 10:00 a.m. **State Social Welfare Board.** 7/22 — State Capitol, 7:30 p.m.; 7/23 — 744 P St., Sacramento. 9:00 a.m.
July 26	**State Lands Commission.** State Capitol. 9:00 a.m.
Aug. 4	**Commission of Housing and Community Development.** Rm 3344, 1121 O St., Sacramento. 1:30 p.m.
Aug. 18-19	**California Highway Commission.** Public Works Bldg., 1120 N St., Sacramento. 10:00 a.m.
July 30-Aug. 23	**Legislature.** Summer recess.

The following boards and commissions follow a standard monthly schedule and thus are not included in the Calendar: Board of Agriculture, first Thursday of each month; Allocation Board, second Tuesday; San Francisco Bay Conservation and Development Commission, first and third Thursdays; Merit Award Board, second Wednesday; Public Works Board, last Monday; Reclamation Board, second and fourth Fridays; Soil Conservation Commission, fourth Tuesday; Transportation Board, first Thursday; California Water Commission, first Friday; and Water Resources Control Board, first and third Thursdays. Please contact the agency for meeting time and place.

PEOPLE IN THE NEWS

APPOINTED

Carl A. Britschgi, 59, former assemblyman from the 26th District who represented San Mateo County for 14 years, to the Unemployment Insurance Appeals Board, by Governor Reagan.

Senator Clair W. Burgener, 49, of San Diego County, as Vice Chairman of the President's Committee on Mental Retardation, by Health, Education and Welfare Secretary Elliot L. Richardson.

Alton M. Clem, 66, of San Francisco, member of the State Building Trades Council, to the State Transportation Board, by Governor Reagan.

Gordon R. Elliott, director of the U.S. Veterans Administration regional office in Los Angeles, as head of the California State Jobs for Veterans Task Force, by Governor Reagan.

Robert B. Jansen, 48, a division engineer who has directed operations of the California State Water Project since 1968, as Deputy Director of the Department of Water Resources, by Governor Reagan.

Judge Joan D. Klein, of the Los Angeles Municipal Court, as a member of the California Council on Criminal Justice, by Assembly Speaker Robert Moretti.

Alan C. Nelson, 37, assistant director for legal affairs in the Department of Human Resources Development, who played a key role in developing the Governor's welfare reform program, as interim director of HRD, by Governor Reagan.

Mrs. Sally Ann Rakow, Marin County school board member, to the nine-member State Scholarship and Loan Commission, by Governor Reagan.

Lawrence R. Robinson Jr., 50, formerly a director of the FMC Corporation's Niagara Chemical Division, as Director of the Department of General Services, by Governor Reagan.

Major Robert C. Thrasher, 34, former budget and procurement officer in the California Military Department, as military aide to the Governor, by Governor Reagan.

Eric E. Younger, 28, former policeman and deputy sheriff in Los Angeles County and legal consultant with the Office of Economic Opportunity, as a Special Assistant Attorney General to provide liaison with the California Council on Criminal Justice, by Attorney General Evelle J. Younger (his father).

* * *

Radio disk jockeying seems to be the new California political form. Jess Unruh, who pioneered the idea in his unsuccessful gubernatorial campaign last year, has been joined by Los Angeles Mayor Sam Yorty in what may prove to be the first Unruh-Yorty confrontation of next year's mayoralty campaign. Filling in for a DJ again last week Unruh did not forget his opponent from last year. In reference to Reagan's budget cut of state employee salary raises, Unruh dedicated a record "to the state workers from Governor Reagan" and then played "I Never Promised You a Rose Garden."

* * *

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VOTING RECORDS

Listed below are the votes of Senators and Assemblymen on the major roll calls in the Legislature through this month and a brief summary of the issues under consideration. Votes selected for inclusion are on issues of major importance to Californians as a whole or issues on which there is a major division of opinion, or both.

Y—Yes

N—No

*—Absent or Not Voting

⅔ vote required for urgency measures, constitutional amendments, appropriation bills.

Assembly: 41 votes required for passage of bills requiring majority vote.
⅔==54 votes.

Senate: One vacancy.
21 votes required for passage of bills requiring majority vote.
⅔==27 votes.

SENATE

May 24th to 28th

SB 281 (Teale) — Provides for submission to voters in 1972 of $294 million bond issue for University of California health science facilities. Passed 27-9.

June 3rd to 10th

AB 123 (Barnes) — Permits changing name of "state colleges" to "state university and colleges." Failed 15-16.

SB 998 (Petris) — Authorizes increase in school district tax rate for school meals for needy children. Passed 23-8.

SB 285 (Song) — Prohibits denial of contractor's license bond solely on grounds of race, religion, national origin, ancestry, or sex, and imposes fines and damages for violation. Passed 25-6.

SB 650 (Behr) — Permits the advertising and display of prophylactics if accompanied by information on venereal disease prevention. Passed 22-13.

SB 265 (Behr) — Bicycle Recreation and Safety Act. Requires inclusion of bicycle paths and routes in local plans and subdivisions. Passed 21-6.

June 11th to 17th

SB 531 (Moscone) — Prohibits employer from knowingly employing an alien who is not entitled to lawful U.S. residence. Failed 19-17.

SB 375 (Beilenson) — Allows minors to be furnished contraceptive devices and drugs without parental consent. Passed 21-17.

SB 578 (Richardson) — Requires every 1966 through 1970 year model vehicle to be equipped with an exhaust emission control device to reduce nitrogen oxides and specifies a maximum price of $30 for installation. Passed 30-3.

SB 753 (Petris) — Allows persons to register to vote by mail. Failed 14-19.

SB 891 (Whetmore) — Establishes exhaust noise limits for passenger vehicles and motorcycles sold and operated in California. Passed 22-15.

June 18th to 24th

SB 207 (Collier) — 1971 - 72 State Budget. Passed 31-3.

SB 789 (Petris) — Bans engines after January 1, 1975 which discharge any pollutant into the air. Passed 21-11.

SB 1030 (Behr) — Removes ban against advertising any medicine or device for the prevention of conception. Passed 21-12.

SB 59 (Rodda) — Eliminates possibility that only one violation of sex education regulations shall be grounds for suspension or dismissal of teacher. Passed 22-12.

SB 1376 (Bradley) — Repeals provision of law requiring that unified school district be the form of

Republicans 19	SB 281	AB 123	SB 998	SB 285	SB 650	SB 265	SB 531	SB 375	SB 578	SB 753	SB 891	SB 207 (A)	SB 789	SB 1030	SB 59	SB 1376	SB 207 (B)
Behr	Y	N	Y	Y	Y	Y	N	Y	Y	N	N	Y	Y	Y	Y	Y	Y
Bradley	N	N	N	N	N	N	N	N	Y	N	Y	Y	N	N	N	Y	Y
Burgener	*	Y	Y	Y	Y	Y	N	Y	Y	N	N	Y	*	*	*	*	Y
Carpenter	N	N	Y	N	Y	*	N	N	Y	N	Y	*	N	N	N	Y	*
Cologne	N	N	N	Y	N	*	N	Y	Y	N	Y	Y	Y	N	N	Y	Y
Coombs	Y	Y	N	*	*	*	N	N	Y	N	Y	Y	N	*	*	Y	Y
Cusanovich	N	Y	N	Y	N	*	N	N	Y	N	N	Y	N	N	N	Y	Y
Deukmejian	N	Y	Y	Y	N	Y	N	N	Y	N	Y	Y	N	N	N	Y	Y
Grunsky	Y	N	*	Y	N	Y	N	Y	Y	N	Y	Y	Y	N	Y	Y	Y
Harmer	*	*	*	*	N	N	N	N	Y	N	Y	Y	N	N	N	Y	Y
Lagomarsino	Y	Y	N	Y	N	N	N	N	Y	N	N	Y	N	N	N	Y	Y
Marks	Y	N	Y	*	Y	Y	Y	Y	Y	N	Y	Y	*	Y	Y	N	Y
Marler	Y	Y	Y	*	Y	Y	N	N	Y	N	N	Y	*	Y	Y	*	Y
Nejedly	Y	N	Y	Y	Y	*	*	N	Y	N	Y	N	Y	*	*	*	N
Richardson	N	N	N	N	Y	N	*	N	Y	N	N	N	N	N	N	Y	N
Schrade	N	N	N	N	Y	N	N	N	*	*	N	Y	N	N	N	Y	Y
Stevens	N	N	*	N	N	Y	N	N	Y	*	N	Y	Y	N	N	Y	Y
Way	*	N	Y	Y	Y	Y	N	Y	Y	N	N	Y	Y	Y	Y	Y	Y
Whetmore	N	*	N	Y	N	*	N	N	Y	N	Y	*	N	N	N	Y	Y

Democrats	SB 281	AB 123	SB 998	SB 285	SB 650	SB 265	SB 531	SB 375	SB 578	SB 753	SB 891	SB 207 (A)	SB 789	SB 1030	SB 59	SB 1376	SB 207 (B)
Alquist	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y
Beilenson	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	N	Y
Carrell	Y	Y	Y	Y	Y	Y	Y	Y	*	•	Y	Y	*	Y	Y	Y	Y
Collier	Y	*	Y	Y	*	*	N	Y	Y	Y	N	Y	Y	*	Y	Y	Y
Dills	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	N	Y	Y	Y	Y	N	Y
Dymally	Y	Y	*	Y	Y	Y	Y	*	*	*	*	Y	Y	Y	Y	*	Y
Gregorio	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y
Holmdahl	Y	*	*	Y	N	Y	Y	N	N	N	Y	Y	Y	Y	Y	N	Y
Kennick	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y
Mills	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y
Moscone	Y	*	Y	Y	Y	Y	Y	Y	*	*	N	Y	*	Y	Y	N	Y
Petris	Y	N	Y	*	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y
Rodda	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y
Short	Y	*	Y	Y	*	*	Y	Y	Y	Y	*	*	Y	Y	Y	N	Y
Song	Y	N	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y
Stiern	Y	N	Y	Y	N	*	Y	N	Y	Y	Y	Y	Y	*	*	N	Y
Teale	Y	*	*	Y	Y	N	Y	Y	*	*	Y	N	Y	Y	Y	N	Y
Walsh	Y	N	*	N	N	N	*	Y	N	N	N	N	Y	*	*	N	Y
Wedworth	Y	*	*	*	N	*	Y	N	Y	Y	Y	*	*	Y	Y	N	Y
Zenovich	Y	Y	Y	•	Y	Y	*	Y	Y	Y	N	*	*	Y	Y	N	Y

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school district organization used throughout the state. Failed 20-16.

June 28th to July 2nd

SB 207 (Collier) — 1971-72 State Budget. Adoption of conference report. Adopted 36-2.

ASSEMBLY

May 27th to June 3rd

AB 813 (Knox) — Establishes uniform city annexation procedures. Passed 44-20.

AB 30 (Warren) — Extends minimum wage for women and minors to men. Passed 41-25.

AB 544 (Deddeh) — Provides for allocation of state sales tax revenues for the development of public transportation systems. Passed 46-23.

AB 724 (Bagley) — Requires school districts to regularly submit statistics on racial and ethnic composition of schools to Dept. of Education and requires them to consider plans for alternative pupil distribution if racial imbalances are indicated. Passed 43-24.

AB 725 (Bagley) — Requires Dept. of Education to utilize federal funds for carrying out policies relating to the prevention and elimination of racial and ethnic imbalances in public schools. Passed 57-8.

June 7th to 10th

AB 2092 (Meade) — Disallows prior felony conviction to increase defendant's punishment if more than 10 years have elapsed since he was last convicted. Failed 18-43.

AB 1347 (LaCoste) — Would allow residents of foreign countries to attend community colleges tuition-free. Passed 44-23.

AB 2700 (Sieroty) — Grants specified civil rights to minors in custody of Youth Authority, juvenile halls, and city jails. Passed 43-21.

AB 1419 (Warren) — Creates Office of State Public Defender. Passed 41-27.

AB 486 (Fenton) — Increases maximum weekly benefits under workmen's compensation for temporary and permanent disability. Passed 57-15.

AB 331 (Fong) — Authorizes experimental year-round operation of high schools. Passed 58-5.

AB 1300 (McCarthy) — Provides that a public report on a land project may not be issued by the Real Estate Commissioner unless he finds that the proposed sale of land will be fair, just, and equitable. Passed 50-20.

AB 1301 (McCarthy) — Prohibits a city or county from approving a subdivision map inconsistent with its general plan. Passed 57-14.

AB 1302 (McCarthy) — Establishes clearing house for the evaluation of environmental impact on proposed subdivisions and land projects. Passed 59-10.

AB 1258 (LaCoste) — Prohibits manufacture or sale in state of any soap or synthetic detergent containing phosphorus after Dec. 31, 1974. Passed 60-6.

June 11th to 17th

AB 1072 (Murphy) — Allows minors 15 to 18 to buy cigarettes and permits smoking by minors 15 and over on school campuses. Failed 17-43.

AB 350 (Brown) — 1971-72 State Budget. Passed 55-18.

AB 1617 (Pierson) — Authorizes cities and counties to levy a 5 percent tippler's tax on drinks served in bars. Passed 41-24.

Week of June 18th to 24th

AB 1408 (Waxman) — Makes landlord who cuts off tenant's utilities for purposes of eviction liable for damages. Passed 49-9.

AB 1143 (Brathwaite) — Permits school district to employ person convicted of use or possession of marijuana if it determines he has been rehabilitated for at least 5 years. Passed 41-27.

AB 1180 (Murphy) — Removes Governor's authority to revoke paroles and permits Adult Authority to parole person on basis of rehabilative needs of prisoner. Passed 42-27.

AB 2675 (Ralph) — Requires social sciences courses in community colleges to include study of the role, participation, and contribution to state and U.S. history of minority and ethnic groups. Passed 55-5.

AB 1054 (Burton) Prohibits any private or commercial aircraft which produces noise in excess of federal limits for subsonic jet aircraft from landing or taking off in California. Passed 60-3.

AB 70 (Cullen) — Makes it unlawful after July 1, 1972 to sell or advertise in retail stores any food whose quantity declaration does not display the metric equivalent. Passed 41-14.

SB 518 (Dymally) — Requires the legal voting addresses of all elected state, county, and local officials to be filed with the Secretary of State by January 1, 1972, and any changes thereafter be filed within 30 days. Failed 35-28.

June 25th to July 2nd

AB 150 (Ryan) — Establishes experimental school voucher system for no more than four school districts. Passed 48-23.

AB 2512 (Meade) — Permits the assessment of damages for unlawful detainer or forcible entry if malice is shown. Passed 47-13.

SB 150 (Dymally) — Repeals requirement that all proceedings at polls be conducted in English. Passed 53-14.

AB 1222 (Z'berg) — Permits voter using absentee ballot to forward his ballot to county he is in on election day instead of county of his residence. Failed 38-31.

SB 207 (Collier) — 1971-72 State Budget. Adoption of conference report. Adopted 54-26.

SB 207 (Collier) — 1971-72 State Budget. Passed 59-12.

AB 2070 (Ryan) — Sets general law city council salaries at $400 in cities over 150,000 and $500 in cities over 250,000. Passed 46-6.

AB 1621 (Miller) — Requires declarations of intent to be filed by candidates for legislative offices. Passed 42-22.

AB 1304 (McCarthy) — Imposes five percent tax on the subdividing of "land projects." Passed 50-12.

AB 1776 (Miller) — Permits city or county government to require builders of multi-family dwellings to make a specified number of low and moderate income units available. Passed 41-32.

AB 1355 (Fenton) — Extends unemployment benefits to agricultural workers. Passed 44-24.

AB 483 (Ryan) — Directs Adult Authority to release person on parole not later than minimum term prescribed by law for offense for which he was convicted. Passed 46-17.

AB 838 (Hayes) — Provides for an individual's right to bring suit for destruction or pollution of the environment. Passed 53-18.

AB 985 (Z'berg) — Provides that any individual may maintain a declaratory relief action to protect the environment. Passed 43-28.

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ASSEMBLY

Democrats 43	AB 813	AB 30	AB 544	AB 724	AB 725	AB 2092	AB 1347	AB 2700	AB 1419	AB 486	AB 331	AB 1300	AB 1301	AB 1302	AB 1258	AB 1072	AB 350	AB 1617	AB 1408	AB 1143	AB 1180	AB 2675	AB 1054	AB 70	SB 518	AB 150	AB 2512	SB 150	AB 1222	SB 207 (A)	SB 207 (B)	AB 2070	AB 1621	AB 1304	AB 1776	AB 1355	AB 483	AB 838	AB 985
Bee	N	Y	Y	N	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	*	*	*	*	Y	*	*	*
Brathwaite	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	*	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Brown	*	Y	*	*	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	*	*	*	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Burton	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y
Chacon	Y	Y	Y	Y	Y	*	*	*	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Cory	Y	Y	N	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	*	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Crown	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	N	*	Y	Y	Y	Y	Y	Y	Y	N	N	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	*
Cullen	*	N	Y	N	Y	N	N	Y	Y	Y	Y	Y	Y	Y	N	N	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	N
Davis	Y	Y	N	N	*	N	N	*	N	Y	N	Y	Y	Y	Y	*	Y	*	*	N	N	*	Y	*	N	N	*	Y	N	Y	Y	Y	*	Y	Y	Y	*	N	N
Deddeh	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	N	N	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	*	Y	Y	N	Y	Y	Y	Y
Dunlap	Y	*	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Fenton	Y	Y	N	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	*	*	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Fong	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	Y	Y	Y	*	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Forar	Y	Y	Y	*	Y	N	*	*	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	*	*
Garcia	*	*	*	Y	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	Y	Y	*	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y
Gonsalves	Y	Y	Y	N	Y	*	*	*	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Greene, B.	Y	Y	Y	Y	Y	*	*	*	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	*	*	Y	*	*	Y	*	Y	Y	Y	Y	Y	Y	*	*	Y	Y	Y	*	Y	Y
Greene, L.	Y	Y	N	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	N	Y	Y	Y	*	Y	Y
Johnson, H	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	*	*	*	*	N	Y	N	*	Y	Y	Y	Y	Y	Y	*	Y	*	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y
Karabian	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	N	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y
Keysor	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	*	*	*	*	N	Y	*	Y	Y	Y	Y	Y	Y	*	N	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	Y
Knox	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	N	*	*	*	Y	Y	Y	Y	N	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N
LaCoste	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	N	Y	Y	Y	Y	*	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
MacDonald	*	*	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
McAlister	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	N	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y
McCarthy	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Meade	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	N	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Miller	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Moretti	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Pierson	Y	Y	*	*	*	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Porter	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	N	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	*	Y	N	Y	Y	Y	*	*	Y	Y	Y	*
Powers	*	Y	*	Y	Y	N	Y	Y	N	Y	Y	N	Y	Y	Y	Y	Y	N	*	Y	Y	Y	Y	Y	*	Y	Y	N	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y
Quimby	*	*	Y	N	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	N	Y	Y	Y	*	Y	Y	*	Y	*	Y	Y	Y	Y	Y	Y	*	*	*	*
Ralph	Y	Y	*	*	*	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Roberti	*	Y	*	*	*	*	*	*	Y	Y	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	*	*	*	*
Ryan	Y	Y	N	Y	Y	*	Y	Y	Y	Y	*	Y	Y	Y	Y	*	Y	*	*	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Sieroty	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	*	Y	N	*	Y	Y	Y	*	*	Y	Y	Y	Y	Y	Y	Y
Thomas	*	Y	Y	*	*	Y	Y	Y	N	Y	Y	Y	Y	Y	N	Y	*	Y	N	*	*	Y	Y	Y	*	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Townsend	Y	Y	Y	N	*	N	*	*	*	Y	*	*	*	*	Y	Y	*	Y	*	*	Y	N	Y	Y	Y	*	*	Y	Y	*	Y	Y	*	*	*	*	*	*	*	Y
Vasconcellos	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y
Warren	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	*	Y	N	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y
Waxman	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	*	Y	*	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Z'berg	Y	*	Y	Y	Y	N	Y	Y	N	Y	Y	Y	Y	Y	Y	N	Y	N	Y	*	*	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y

Republicans 37	AB 813	AB 30	AB 544	AB 724	AB 725	AB 2092	AB 1347	AB 2700	AB 1419	AB 486	AB 331	AB 1300	AB 1301	AB 1302	AB 1258	AB 1072	AB 350	AB 1617	AB 1408	AB 1143	AB 1180	AB 2675	AB 1054	AB 70	SB 518	AB 150	AB 2512	SB 150	AB 1222	SB 207 (A)	SB 207 (B)	AB 2070	AB 1621	AB 1304	AB 1776	AB 1355	AB 483	AB 838	AB 985
Arnett	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	N	N	Y	Y	Y	Y	Y	*	*	*	Y	Y	N	Y	Y	Y	Y	*	Y	Y	Y	*	*	*	Y	Y	Y
Badham	N	N	*	*	*	*	*	*	*	N	*	N	N	N	*	*	*	*	N	N	*	*	*	*	N	Y	Y	N	N	N	N	Y	N	*	N	N	N	*	N
Bagley	Y	Y	Y	Y	Y	*	Y	Y	*	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	N	N	N	*	Y	Y	N	Y	Y	Y	Y
Barnes	Y	Y	N	N	*	*	*	Y	*	Y	Y	Y	Y	Y	Y	N	Y	Y	*	Y	N	Y	Y	*	*	N	N	Y	N	Y	N	*	*	Y	N	Y	Y	N	N
Belotti	N	N	N	N	Y	N	N	Y	N	Y	Y	N	N	N	Y	N	Y	Y	Y	*	N	Y	Y	*	N	Y	N	Y	N	Y	Y	*	N	Y	N	N	Y	N	N
Beverly	Y	*	Y	N	Y	N	Y	N	Y	Y	Y	N	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	*	N	Y	N	Y	Y	*	N	Y	Y	Y	Y
Biddle	N	N	*	*	N	N	N	*	*	*	*	*	*	*	N	Y	Y	Y	Y	N	Y	Y	Y	N	Y	Y	N	*	Y	N	Y	N	*	*	*	*	*	*	*
Briggs	*	*	*	*	Y	N	N	Y	Y	Y	Y	Y	Y	Y	Y	N	N	Y	Y	Y	N	N	*	Y	*	*	Y	*	Y	N	N	N	*	*	*	*	N	N	N
Burke	N	N	N	N	N	N	N	N	N	N	Y	N	N	N	*	N	N	N	N	N	N	*	N	*	N	N	Y	N	N	N	N	*	*	N	N	N	N	N
Campbell	N	N	*	*	*	N	N	*	*	Y	Y	N	N	N	*	N	N	N	*	*	Y	N	*	Y	Y	N	Y	*	Y	N	Y	N	*	*	N	N	*	*	Y
Chappie	N	N	N	N	Y	N	Y	*	N	Y	N	N	N	Y	N	*	N	*	Y	*	*	*	Y	Y	N	N	Y	N	N	N	N	Y	N	N	Y	*	N	N	N
Cline	Y	N	Y	N	Y	N	N	N	N	N	Y	Y	Y	Y	Y	N	N	Y	Y	N	N	Y	Y	N	Y	Y	N	Y	*	N	N	*	Y	*	N	N	Y	Y	Y
Collier	N	*	N	*	*	N	N	N	N	N	*	N	N	N	*	N	N	Y	N	N	N	*	Y	N	N	N	N	*	*	N	N	*	*	*	Y	N	N	Y	Y
Conrad	N	N	Y	N	N	N	N	N	N	N	*	N	N	*	N	N	Y	Y	N	N	N	N	Y	N	N	N	N	N	N	Y	N	*	*	N	N	N	N	N
Dent	Y	Y	N	Y	Y	N	Y	N	N	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	N	N	Y	Y	N	N	N	Y	N	N	N	N	Y	N	Y	N	N	Y	N	N
Duffy	N	*	N	Y	Y	N	Y	Y	N	Y	Y	*	Y	*	Y	*	Y	*	Y	Y	Y	Y	Y	Y	*	N	Y	N	N	Y	Y	*	N	*	N	N	Y	N	N
Hayden	Y	N	Y	N	N	N	N	N	N	Y	Y	Y	Y	N	N	Y	Y	N	N	Y	N	Y	N	Y	N	Y	Y	N	Y	N	Y	N	N	N	N	N	Y	N	N
Hayes	N	N	Y	N	Y	N	N	N	Y	N	*	*	*	*	*	N	N	N	Y	N	N	Y	*	N	Y	*	*	*	*	*	N	*	*	N	N	N	Y	Y	Y
Johnson, R.	Y	*	N	*	Y	N	*	N	*	Y	Y	Y	Y	Y	*	N	N	Y	Y	Y	Y	*	Y	*	N	Y	N	Y	N	N	N	*	*	N	Y	Y	N	*	N
Ketchum	N	N	N	N	Y	N	N	N	N	N	N	Y	Y	Y	Y	N	N	Y	Y	Y	N	N	Y	Y	N	N	N	Y	N	N	Y	N	Y	N	Y	N	N	N	Y	N
Lanterman	N	N	Y	N	Y	N	N	N	*	N	Y	*	*	*	Y	N	Y	Y	*	Y	N	Y	Y	*	N	Y	N	N	N	Y	Y	*	*	*	N	*	*	*	*
Lewis	Y	N	Y	Y	Y	N	Y	*	N	Y	Y	Y	Y	Y	N	N	N	Y	*	*	Y	*	*	*	*	Y	*	*	*	N	N	Y	N	N	N	N	*	Y	*
MacGillivray	Y	N	Y	Y	Y	N	N	N	N	Y	Y	N	N	Y	N	N	Y	N	*	Y	Y	N	Y	*	N	N	Y	*	N	N	Y	N	N	N	N	N	*	Y	N
Maddy	Y	Y	Y	Y	Y	N	Y	*	N	Y	Y	Y	Y	Y	Y	N	Y	Y	*	N	N	Y	Y	N	N	N	Y	Y	N	*	Y	Y	Y	N	N	*	N	Y	N
Mobley	*	*	N	Y	Y	N	N	N	N	N	Y	N	Y	Y	Y	N	Y	Y	Y	N	N	*	Y	*	N	Y	Y	*	N	*	Y	*	*	*	*	*	N	*	N	N
Monagan	*	N	Y	*	*	N	Y	N	N	Y	Y	N	Y	Y	Y	*	N	Y	Y	*	N	Y	Y	*	*	*	*	Y	Y	N	Y	N	Y	N	Y	N	Y	N	Y	N
Moorhead	N	*	N	N	N	*	*	*	N	N	Y	N	Y	Y	Y	N	N	Y	N	N	N	N	Y	Y	N	Y	N	N	N	*	N	N	Y	Y	N	N	N	Y	N
Murphy	N	N	Y	Y	Y	N	N	N	Y	Y	N	N	N	Y	Y	Y	Y	N	Y	N	N	Y	Y	N	Y	N	Y	Y	Y	N	Y	Y	N	Y	N	N	Y	N	N
Priolo	N	N	Y	Y	Y	N	N	N	N	N	Y	Y	Y	Y	Y	*	Y	Y	N	N	Y	Y	Y	*	Y	Y	Y	*	Y	Y	Y	N	*	N	N	N	Y	Y	Y
Russell	*	N	N	N	N	N	N	N	*	N	Y	N	Y	Y	Y	N	N	Y	N	N	N	Y	Y	*	N	Y	*	N	N	N	N	Y	N	Y	N	N	N	Y	N
Schabarum	N	N	N	N	Y	N	N	N	N	*	*	N	N	N	*	N	N	Y	Y	N	N	*	*	N	N	Y	N	*	N	*	N	*	N	N	N	N	N	N	N
Seeley	Y	N	N	N	Y	N	Y	N	N	*	Y	N	N	N	Y	Y	Y	Y	Y	N	N	Y	Y	N	N	Y	*	Y	N	Y	N	Y	Y	*	Y	N	Y	N	N
Stacey	*	N	N	N	N	*	*	*	N	*	*	Y	N	N	N	Y	*	N	*	*	Y	N	N	N	N	N	Y	N	N	Y	N	*	N	N	*	N	N	N	N
Stull	N	N	N	N	*	N	N	N	N	N	Y	N	N	N	Y	N	N	Y	N	N	N	N	Y	N	N	Y	N	N	N	N	Y	*	N	*	N	N	N	N	N
Wakefield	N	N	N	N	N	N	N	N	N	*	*	*	*	*	N	N	Y	N	N	N	N	*	*	*	*	*	*	*	*	Y	N	N	N	N	N	N	N	N	N
Wilson	*	*	Y	Y	Y	N	Y	Y	*	*	Y	Y	Y	Y	Y	*	*	*	*	Y	Y	Y	Y	Y	*	*	*	*	*	N	*	N	Y	N	Y	*	Y	Y
Wood	Y	N	Y	Y	Y	N	Y	Y	N	Y	*	Y	Y	Y	Y	N	Y	Y	Y	N	N	Y	Y	*	N	N	Y	*	N	Y	Y	*	Y	Y	N	Y	N	Y	N

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Selected State Government Reports

CRIME AND PENOLOGY

A Comparison of Admission Characteristics of Youth Authority Wards, 1961-1970. Department of the Youth Authority, 714 P St., Sacramento 95814. April 1971, 18 pages.

The Impact of Living-Unit Size in Youth Training Schools; by Douglas Knight. Department of the Youth Authority, 714 P St., Sacramento 95814. April 1971, 52 pages.

Neither Law Nor Order: The People's Park and the People's Choice; by James Yandell. American Civil Liberties Union, Berkeley-Albany Chapter, 1915 Ninth St., Berkeley, 94710. 1971, 89 pages.

The Penal Ombudsman. Assembly Interim Committee on Criminal Procedure. March 1971, 21 pages plus appendix. A general introduction to the need for and the desirability of creating the position of ombudsman for correctional insitutions.

Persons Rehabilitated into California State Service; by Douglas F. Clark and Rosemary P. Peters. Department of Rehabilitation, 714 P St., Sacramento 95814. March 1971, 15 pages.

Sentencing the Offender — A Bibliography; compiled by Dorothy Campbell Tompkins. Institute of Governmental Studies, University of California, Berkeley 94720. ($3.50 ea.) March 1971, 102 pages. A compilation of materials published since 1956 on court sentencing of offenders.

A Study of Vocational Training in the California Department of Corrections; by Robert M. Dickover and others. California Department of Corrections, Research Division, 714 P St., Sacramento 95814. January 1971, 101 pages.

Vocational Training at the California Institution for Women; by Carol Spencer and John E. Berecochea. Department of Corrections, 714 P St., Sacramento 95814. 1971, 33 pages.

EDUCATION

Education From The Acquisition of Knowledge to Programmed, Conditioned Responses; prepared by office of Assemblyman Robert H. Burke. May 1971, 9 pages with appendices. A report to constituents arguing that recent federal school aid programs and program budgeting are instruments of "thought control and social management."

Educational Opportunity Programs in California Public Higher Education, 1969-70. Coordinating Council for Higher Education, 1020 12th St., Sacramento 95814. May 1971, various pagings. Observations on effectiveness of a variety of EOP programs in higher education, statewide.

Fiscal Review and Analysis of Selected Categorical Aid Educational Programs in California; Legislative Analyst, State Capitol, Sacramento 95814. May 1971, 164 pages. A review and analysis of six major aid to education programs for California's public schools, with recommendations for their improvement.

EMPLOYMENT

Aerospace Employment: California and Areas, 1949-1970. Department of Industrial Relations, Division of Labor Statistics and Research, P.O. Box 603, San Francisco 94101. January 1971, 60 pages.

Estimated Civilian Employment, Unemployment and Labor Force: California, 1940-1970. Department of Industrial Relations, P.O. Box 603, San Francisco 94101. January 1971, 18 pages.

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The California Legislature's Response to the Environmental Threat; by J. Michael McCloskey and John H. Zierold. Reprint from **Pacific Law Journal,** Volume 2, 1971, pages 574-602. An examination of the response of the two sessions of the legislature to the environmental crisis, including an analysis of voting records on key issues.

Clean Waters for San Francisco Bay. Water Resources Control Board, Resources Bldg., 1416 Ninth St., Sacramento 95814. May 1971, 16 pages. Recommends establishment of a permanent, areawide service agency with authority to plan, finance, construct, and operate water quality management and reclamation facilities for municipal and industrial waste waters originating in the Bay Area, and with authority to prepare and implement a Water Resource Management Plan by 1973.

An Environmental Tragedy. Citizens Advisory Committee on Salmon and Steelhead Trout, Department of Fish and Game, Resources Agency, 1416 Ninth St., Sacramento 95814. March 1971, 40 pages. A study of declining trends of salmon and steelhead trout with recommendations for prompt, aggressive action to halt the destruction of these species.

The Economics of Environmental Policy; by S. V. Ciriacy-Wantrup. Giannini Foundation, University of California, Berkeley. 1971, 10 pages.

Evaluation of Water Quality Monitoring Programs in California, State Water Resources Control Board, Div. of Planning and Research, Resources Bldg., 1416 Ninth St., Sacramento 95814. April 1971, 42 pages plus appendices. An analysis of current water monitoring programs conducted by federal and state agencies, including Water Resource Control Board's conclusions and recommendations.

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Laws Relating to the Protection of Environmental Quality. Office of Legislative Counsel. Write Documents Section, P.O. Box 20191, Sacramento 95820. ($12.60 ea.) June 1971. Detailed, cross-referenced set of environmental laws.

Proposed Regional Plan, Lake Tahoe Region, California-Nevada. Tahoe Regional Planning Agency, P.O. Box 8896, South Lake Tahoe, California 95705. May 1971, 67 pages. Report details where and how much development can take place in the 500 square mile Tahoe region to allow for preservation of natural character and recreational potential of the area.

Summary of the California Coastal Conservation Act. California Coastal Alliance, P.O. Box 4161, Woodside 94602. April 1971, 4 pages.

Summary of Selected Legislation Relating to Natural Resources and Wildlife. Senate Committee on Natural Resources and Wildlife. Part I, May 7, 1971; Part II (Supplement), June 10, 1971. A comprehensive compilation of 1971 legislation including current amendments relating to natural resources and wildlife.

Water Resources Research and California's Future. Water Resources Center, University of California at Los Angeles, Los Angeles. 1971, 20 pages.

HEALTH AND WELFARE

A Bibliography of Literature on Methadone; compiled by Michael F. Smith. State Department of Corrections, 714 P St., Sacramento 95814. April 1971, 26 pages.

General Facts About Medi-Cal; California's Medical Assistance Program. Department of Health Care Services. 714 P St., Sacramento 95814. 1971, 7 pages.

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Operations Research and Systems Analysis in Hospital Administration; by David H. and Ruth H. Stimson. Institute of Urban and Regional Development, University of California, Berkeley. April 1971, 134 pages.

Report on the Manufacture of Methamphetamine and Other Restricted Dangerous Drugs. Department of Public Health, 744 P St., Sacramento 95814. April 1971, 23 pages. Primarily an identification of specific precursor chemicals used in synthesis of many restricted dangerous drugs, with observations on their control.

POPULATION

California's Urban Population: Patterns and Trends; Tables and Figures. Department of Sociology and Anthropology, Population Research Laboratory, University of Southern California, Los Angeles. March 1971, 17 pages.

Population Growth and California Resources: Problems and Prospects; by D. B. Luten. Department of Geography, University of California, Berkeley 94720. March 1971, 16 pages.

MISCELLANEOUS

AFL-CIO 1970 Legislative Report, Including Voting Records on Key Issues in the State Assembly and State Senate. California Labor Federation, Suite 310, 995 Market St., San Francisco 94103. 1971, 6 pages.

Annual Report, Department of Housing and Community Development. Dept. of Housing and Community Development, Rm. 3344, 1121 O St., Sacramento 95814. March 1971, 24 pages. Report highlights California's current housing problems, the Department's efforts to meet thos problems during 1970, and future plans and recommendations.

Average Tax Rate by County. State Board of Equalization, Statistical Research and Consulting Division, 1020 N St., Sacramento 95814. May 1971, 2 pages. A statistical comparison of average property tax rates by county.

The Knox-Nisbet Act and the District Reorganization Act of 1965. Assembly Committee on Local Government. 1971, 112 pages.

Legislative Advocates and Organizations, 1971 Directory. Joint Committee on Rules ($2.25 ea.) May 1971, 101 pages. Pictures and pertinent information on all lobbyist registered for the 1971 legislative session.

The Politics of Regional Organization; by Eugene C. Lee. Institute of Governmental Studies, University of California, Berkeley 94720. April 1971, 4 pages.

Property Tax Facts for Policy Makers. California State Board of Equalization, 1020 N St., Sacramento 95814. May 1971, 8 pages. A brief but informative look at the property tax including background, definitions, a review of the respective roles of legislators, the Board of Equalization, county assessors, etc.

Report of the California Traffic Safety Program. Office of the Governor. May 1971, 7 pages. An introduction to the traffic safety program in California — how it was formed, the results of its early efforts, and plans for its future.

Review of the February 1971 Auditor General's Report on the Children's Center Program. Assembly Committee on Efficiency and Cost Control. May 1971, 12 pages.

Report on Local California Fairs Receiving State Financial Support. Commission on California State Government Organization and Economy, Suite 550, 11th and L Bldg., Sacramento 95814. Offers recommendations for more effective operations of 76 local fairs.

University of California Business Transactions. Assembly Education Committee. 1970, 8 pages. A summary of an interim hearing held October 23, 1970 in San Jose.

U.S. White House Conference on Youth. Summaries of Task Force Reports. U.S. White House Conference on Youth, P.O. Box 19, Washington D.C. 20044. 1971, 35 pages

Unless otherwise indicated, reports may be obtained by writing the appropriate committee or agency, c/o State Capitol, Sacramento, California 95814. Orders payable by check or money order only.

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. . . the Equal Protection Clause requires that the seats in both houses of a bicameral state legislature must be apportioned on a population basis. Simply stated, an individual's right to vote for state legislators is unconstitutionally impaired when its weight is in a substantial fashion diluted when compared with votes of citizens living in other parts of the State.

—Reynolds v. Sims

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